The Canadian Council on Social Development

the 2nd Canadian Conference on Day Care

Proceedings and Reflections

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SECOND CANADIAN CONFERENCE ON DAY CARE: PROCEEDINGS AND REFLECTIONS

The Canadian Council on Social Development

Second Canadian Conference on Day Care

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INTRODUCTION

A cross-Canada telephone survey of some day care community members quickly told us that the eleven-year interval since the first national conference on day care had been much too long. Licensed or supervised day care has grown considerably in the interim in terms of the numbers of children served, staffing and funding, forms of care, and legislation.

We were also advised by our respondents to form a planning committee for the conference that would represent the regions, public and private sponsorship, centre and private-home day care, policy makers, and national child welfare organizations. Such a committee was formed, and its members are listed here. As Howard Clifford describes in a post-conference issue of Rapport, compromises had to be reached both by the National Planning Committee and its Steering Committee. One of the most difficult decisions that was made was the decision to allocate one-half the conference budget to travel and accommodation subsidies, which resulted in stretched resources and sometimes slow and confusing service to registrants.

The growth of day care in Canada and the hard work of volunteers and staff were doubtless major factors in the large turnout at the conference which, with 700 delegates, was twice the size of the first. Many issues were hotly debated, and, from the outset, procedures were challenged. The liveliness and diversity of opinions expressed served to make this conference an interesting one.

By the end, definitions of high quality care and resolutions for action had been produced and an interim steering committee established to arrange a permanent national committee on day care to work towards the stated goals of the delegates. The interim steering committee has now brought into being the Canadian Day Care Advocacy Association, whose members are listed at the end of this book.

These proceedings and the post-conference reflections are presented with the aim of showing the conference "warts and all" so that the reader can appreciate the mood and the flavour, the frustrations and the joys experienced by those who were fortunate enough to have been there.

The theme of the Second Canadian Conference on Day Care was "Day Care in the '80s." We hope this book will provide a useful record for the growth and development of day care in Canada in the remaining years of this decade.

NATIONAL PLANNING COMMITTEE

Newfoundland

Vivian Hoyles
Director of Day Care Services
Department of Social Services
Gov't of Newfoundland & Labrador
St John's, Newfoundland A1C 5T7

Dr. Marcia Smith
President
Early Childhood Development Association
8 McNeilly Street
St John's, Newfoundland A1B 1Y8
(709) 778-4222

Prince Edward Island

Shirley Platt
President
Early Childhood Development Association
22 Cortland Street
Charlottetown, P.E.I. C1E 1E3
(902) 892-1261

Nova Scotia

Peggy Bonell-Prince
Supervisor, Day Care Services
Department of Social Services
Government of Nova Scotia
P.O. Box 696
Halifax, N.S. B3J 2T7
(902) 424-5576

Dr. Jane Norman
Director
Child Development Services
Froebel Training Centre
R.R. #1
Colchester County, N.S. B2N 5A9
(902) 893-3342

New Brunswick

Pamela Easterbrook-Nadeau
Executive Director
New Brunswick Day Care
P.O. Box 1317
Tracadie, N.B. E0C 2B0
(506) 395-9387

Yvette LeBlanc
Administrator
Day Care Services
Department of Social Services
Government of New Brunswick
P.O. Box 6000
Fredericton, N.B. E3B 5H1
(506) 453-3843

Québec

Claudette Robin
Directrice
Regroupement des garderies de la Région 6-C
14, rue Aberdeen
St. Lambert (Québec) J4P 1R3
(514) 672-8826

Renée Spain
Office des Services de Garde à l'Enfant
201, Place Charles Lemoyne
Longueuil (Québec) J4K 2T5

Ontario

Doreen Cleave-Hogg
President, CAYC
50 Regan Crescent
Georgetown, Ontario L7G 1B1

Renée Edwards
Executive Director
Victoria Day Care Services
539 Jarvis Street
Toronto, Ontario M4Y 2H7
(416) 925-3419

Louise Holmes
Director, Social Policy
Status of Women Canada
151 Sparks Street, Room 1012
Ottawa, Ontario K1A 1C3
(613) 995-7835

Larry Katz
Senior Research Officer
CUPE
21 Florence Street
Ottawa, Ontario K2P 0W6
(613) 237-1590

John Pepin
Executive Director
Family Day Care Services
380 Sherbourne Street
Toronto, Ontario M4X 1K2

Adele Scott-Anthony
Project Manager
Day Nurseries Standards
Implementation & Planning Unit
Ministry of Community and
Social Services
700 Bay Street, 2nd floor
Toronto, Ontario M7A 1E9
(416) 965-8067

Rosemary Somers
Executive Director
Andrew Fleck Child Centre
195 George Street
Ottawa, Ontario K1N 5W6
(613) 236-6744

Brian Ward
Executive Director
Canadian Council on Children and Youth
323 Chapel Street
Ottawa, Ontario K1N 7Z2
(613) 238-6520

Manitoba

Mary Humphrey
Assistant Director
Child Care Program
Dept. of Community Services
and Corrections
3rd Floor
267 Edmonton Street
Winnipeg, Manitoba R3C 1S2
(204) 944-2668

Angela Julien
P.O. Box 1426
Winnipeg, Manitoba R3C 2Z1

Norma McCormick
Director of Day Nurseries
Health Sciences Centre
700 William Avenue
Winnipeg, Manitoba R3E 0Z3
(204) 787-2646

Shelley Neel
211 Spence Street
Winnipeg, Manitoba R3C 1Y5
(204) 775-7881

Lou Schroeder
Family Day Care Provider
432 Queenston Street
Winnipeg, Manitoba R3N 0X2
(204) 489-5906

Gary Thomlison
Manitoba Child Care Association
Box 2475
Winnipeg, Manitoba R3C 4A7
(204) 453-4829

Saskatchewan

Deborah Bryck
Asst. Director, Day Care Branch
Saskatchewan Social Services
1920 Broad Street
Regina, Saskatchewan S4P 3V6

Judy Martin
515 - 9th Street East
Saskatoon, Saskatchewan S7W 0A9
(306) 664-4128

Alberta

Jacquie Kallal
10227 - 130th Street
Edmonton, Alberta T5N 1X4
(403) 478-7441

Eva (Nowlan) Roche
Instructor
Early Childhood Development
Grant MacEwen Community College
7319 - 29th Avenue
Edmonton, Alberta T6K 2P1
(403) 462-5501

British Columbia

Dr. Alan Pence
Assistant Professor
University of Victoria
School of Day Care
P.O. Box 1700
Victoria, B.C. V8W 2Y2
(604) 721-7981

Yukon

Larri-June Miller
President
Yukon Day Care Association
312 Strickland Street
Whitehorse, Yukon Y1A 2K1
(403) 667-2761

Northwest Territories

Rosemary Cairns
Chairman
Yellowknife Day Care Association
Box 2493
Yellowknife, N.W.T.
(403) 873-7917

Co-organizers

*Howard Clifford
Health and Welfare Canada

*Harry MacKay
Canadian Council on Social Development

*Lyse Teasdale - Conference Planning Officer
Canadian Council on Social Development

*Members of the Working Group

SUMMARY OF (CARRIED) RESOLUTIONS

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FUNDING

1. Resolved that:

   As an interim measure,

   (a) The federal government immediately pass legislation to provide for a federal child supplement of five dollars a day to every licensed or supervised centre/caregiver for every space in an approved, non-profit, licensed child care program (prorated for infants, handicapped children, school age or part-time programs);

   (b) The federal government require provincial governments to match the grant as a condition of providing the supplement;

   (c) The supplement be reviewed annually and adjusted to reflect changes in the cost of provision of service.

   Carried (75%)

2. Resolved that:

   (a) The federal government establish, under a new Child Care Act, an equitable cost-shared program to provide for universal access to quality day care (with a proviso for the Yukon and Northwest Territories);

   (b) This Act include a direct maintenance grant of a minimum of five dollars a day per child space, which would be adjusted with the cost of living adjustment to licensed and approved non-profit day care programs.

   Carried (75%)

3. In recognition of the right of every parent and child to universally accessible non-profit day care, notwithstanding their right to choose other existing options, and in recognition of the fact that day care should be part of an integrated, community-based system of high quality service that is responsible to the divers needs of children 0 - 12 years of age, their parents, and day care staff; it is

Resolved that:

The federal government immediately grant a federal child supplement of five dollars a day for every child enrolled in an approved and/or licensed non-profit child care program.

Carried (75%)

4. Resolved that:

A funded person be responsible for community development in the area of day care by seeking out existing resource people and services, supporting and enhancing the availability of parent education, and identifying local day care development.

Carried (75%)

5. Resolved that:

(a) We lobby for federal funding programs for all special needs;

(b) These programs respond to local initiatives and be locally controlled (this would include a communications network);

(c) In each province or territory a funded resource person be responsible for providing

(i) accessible training resources in early childhood education to professionals already providing services, to parents, and to para-professionals;

(ii) public awareness of existing resources and facilities;

(iii) special funding for specialized training of day care staff who care for special needs children; and

(iv) funds to develop communications in rural and isolated areas for all people involved in day care.

Carried (75%)

6. Whereas day care must be part of an integrated, community-based system that is responsible to the divers needs of children 0 - 12 years of age, their parents, and day care staff;

And whereas there should be recognition of the right of every parent and child to universal access to high quality non-profit day care, notwithstanding their right to choose other existing options, it is

Resolved that:

(a) Public funding go only to non-profit, community-based day care;

(b) The federal government provide sufficient funds to cover start-up costs, including capital outlay and organizational and personnel costs.

Carried (75%)

7. Resolved that:
Government be pressured to re-priorize expenditures with day care given a high priority of funds.

Carried (75%)

8. As any improvements in program operations (particularly increased continuing education, improved child staff ratios, and increased program planning time) require an improved funding base; it is resolved that all provinces move to the provision or a basic maintenance grant matched by the federal government. It is further recognized that the two territories require special federal incentives.

Carried (75%)

LEGISLATIVE ACTION

9. In recognition of the right of every parent and child to universally accessible non-profit day care, notwithstanding their right to choose other existing options, and in recognition of the fact that day care should be part of an integrated community-based system of high quality service that is responsible to the divers needs of children 0 - 12 years of age, their parents and day care staff it is

Resolved that:

(a) This conference call for the immediate appointment of a Parliamentary Standing Committee in order to make recommendations to a National Day Care Act;

(b) The federal government, in consultation with national and provincial organizations, which should include community, parental, and staff representation, develop a National Child Care Act for children 0 - 12 years to cover a variety of models and to be tabled within one year. The National Child Care Act shall encompass the establishment of standards and regulations, provisions and funding, mechanisms

for compliance, and penalties for non-compliance. The regulations shall include standards for administration, health, safety, nutrition, training, physical requirements, ratios, developmental programming, and parent representation on governing boards.

Carried (75%)

10. Resolved that:
The federal Cabinet be mandated to establish a new federal department to administer a National Day Care Act. This department must be separate from a social welfare orientation. This National Day Care Act would tie funding to performance so that provincial ministers responsible for higher education and child day care programs would ensure that appropriate delivery models are in place and provide personnel with competency-based training.

Carried (75%)

11. Whereas uniform national standards and regulations are needed to ensure quality child care in an expanded system that will enable us to meet the needs of children, parents, and staff it is

Resolved that:

(a) A new National Child Care Act be established to cover universal accessibility, child:staff ratios, environmental physical requirements, staff qualifications and training requirements, salaries and benefits, nutrition, and programs;

(b) The federal government consult with professional associations, trade unions, parents, advocacy groups, day care coalitions, and others in drawing up this Act.

Carried (75%)

12. Resolved that:
The federal government immediately appoint a parliamentary standing committee to

(a) make recommendations for the establishment of a universally accessible, non-compulsory, non-profit, publicly funded, high quality day care system in Canada under a National Child Care Act;

(b) make recommendations with regard to the implementation of national standards;

(c) make recommendations with regard to the appropriate ministry to administer the National Day Care Act.

Carried (169 to 132)

13. Resolved that:

We lobby, through submissions that include facts, a survey of needs, statistics, publicity campaigns, personal representation, networking, advocacy, and re-education of the public and politicians, for the specific concerns of children with special needs and support new government legislation and the creation of a federal ministry for children and youth responsible for the creation of a National Day Care Act that would include provisions for children with special needs.

Carried

14. Resolved that:

Lobbying of federal and provincial politicians take place to create a National Indian Child Welfare Act that would require consultation with Indians and Indian organizations, both on and off reserves, in the establishment of Indian control over all aspects of Indian child welfare.

Carried (75%)

ACCESSIBILITY

15. Resolved that:

The federal government commit itself to ensure the provision of universally accessible, publicly funded, non-compulsory, supervised day care services in a variety of delivery models (e.g., group care, supervised family home day care, work-place day care, etc.) for every family who needs or wants it; and that the term 'universally accessible' be understood to include factors of cost, location, hours of operation (short-term, part-time, emergency, shift), age of children (0 - 12 years), and special needs.

Carried (75%)

STAFF TRAINING

16. Whereas child day care training is a primary factor in quality child care programs it is

Resolved that:

Child day care training be required for all child day care personnel in Canada.

Carried (75%)

17. In view of the significance of staff training in contributing to quality day care services it is

Resolved that:

(a) Within five years following the passage of the National Day Care Act, all day care personnel shall have completed post-secondary training in early childhood education and development and have specific job-related competencies;

(b) Upgrading training needs of all day care personnel be met by
   (i) a competency-based assessment of staff in order to give credit for skills already achieved and to define training needs;
   (ii) financial incentives for those being trained and financial compensation for employees.

Carried (169 to 132)

18. Whereas not all provinces in Canada offer child day care staff training it is

Resolved that:

Pre-service, in-service, and on-the-job training be made available to all persons working in day care settings throughout their careers.

Carried (75%)

WAGES, BENEFITS, AND WORKING CONDITIONS

19. Whereas higher wages, better working conditions, better benefits, and job security are necessary in order to maintain qualified day care staff it is

Resolved that:
Day care staff organize for higher wages, better benefits, better working conditions and job security.

Carried (75%)

SPECIAL NEEDS

Definition of Special Needs:

In respect to day care, a special needs child is any child who is denied access to day care or who is discriminated against in the type of day care available by reason of racial differences (such as Inuit, native Indian, immigrant and ethnic peoples), age, geographic location, sexual orientation, cultural differences, mental, emotional or physical differences or handicaps, socioeconomic status, or any circumstance not covered by the above.

20. Resolved that:

(a) Government recognize special needs families and children and their right to equality of access to all day care services on a non-segregated basis;

(b) Government recognize that it is every special needs' child's right to be cared for in an environment that promotes her or his optimum development and positive self-image as a unique, capable, and valued individual;

(c) Government and other funding agencies recognize that the expenses associated with the provision of quality day care for special needs children are in all cases greater than care for non-special needs children;

(d) Licensing and training authorities recognize that staff working with special needs children and their families require specific training as part of initial and continuing day care education;

(e) The families of special needs children be recognized as having unique needs for support services.

Carried (75%)

ACCREDITATION

21. Resolved that:
A national, non-profit, accrediting body be established to implement voluntary accreditation programs for child day care training institutions; and furthermore, that there be established by this body a certification program and registry for day care personnel.

Carried (75%)

22. Resolved that:
An accreditation system be set up as a measurement guide for all models of high quality day care.

Carried (75%)

INFORMATION AND EDUCATION

23. Whereas there is a critical need for an effective and responsive mechanism for collecting and disseminating information about all aspects of day care on a national basis it is

Resolved that:

(a) The Federal government provide sufficient funding and operational support to strengthen and expand the resources and mandate of the National Day Care Information Centre greatly;

(b) A national educational campaign with a focus on local community service delivery be established.

Carried (75%)

PROVINCIAL OR TERRITORIAL RESPONSIBILITY

24. Resolved that:
This conference urge all provincial and territorial governments to recognize their responsibilities for the provision of accessible, affordable, high quality day care for children aged 0 - 12 years and to participate fully with the federal government toward this end.

Carried (75%)

PARENTAL INVOLVEMENT

25. Resolved that:
In all planning, decision-making, evaluating, and implementing of child care services, at whatever level, parents be included in a substantive way.

Carried (75%)

26. Resolved that:
The federal government encourage public awareness of quality day care and the needs of young families by providing funding for television vignettes and other elements of a media campaign with extensive input from the day care community, including parents, and that provincial governments be requested to encourage public awareness through similar media activities and through educational programs in high schools.

Carried (75%)

27. Resolved that:
We request government to provide annual parental leave for parents of children up to age 12 for family responsibilities and encourage the recognition of this as a valued parental role by other employers and the general public.

Carried (75%)

28. Resolved that:
We request those funding bodies responsible for day care to provide funds for on-going opportunities for staff, parents, and board members to gain knowledge and information related to staff/parent relationships, child development, administration, and needs of parents, including those with special needs children.

Carried (75%)

29. Resolved that:

We request those funding bodies responsible for day care to provide funding for family resource centres which, in addition to providing child care, would provide a network of services and support to families in the following ways: continuous support to families (including during times of interrupted employment or for special needs in the family), home visits, liaison between families and community services, individualized and flexible programs for parents, a variety of child care services (including part-time care), and services and opportunities for involvement to a mixture of ages, after school, etc.

Carried (75%)

NATIONAL BODY

30. Resolved that:

(a) The individuals assembled at this conference agree to initiate a national campaign based on the demands for a federal-provincial maintenance grant, a National Day Care Act, establishment of national standards, and the goal of universal accessibility to quality day care as outlined in the resolutions passed by this conference. This campaign would be designed to educate, inform, and involve the general public and initiate action to raise the importance of day care as a political issue.

(b) Steering Committee:

(i) Provincial and territorial caucuses select two people from the voluntary sector, each to act in the interim as members of a steering committee to coordinate the national day care campaign, and that these persons be selected immediately at the end of the conference; and that the plenary chairs from the conference also serve on the steering committee;

(ii) These interim steering committee members commit themselves to finding the best way over the next six months in their province or territory of electing democratically two representatives from the day care community to sit on the national steering committee.

(c) This conference demand that the federal government provide funds to support the efforts of the national steering committee.

(d) Actions:

The steering committee would

(i) ensure that a national newsletter be published regularly;

(ii) undertake to organize a series of activities leading up to the next federal election;

(iii) ensure that federal politicians and national media become aware of our views on national day care needs and policies as outlined in the resolutions passed by this conference;

(iv) seek the support of sympathetic national organizations for the national campaign;

(v) raise funds from sympathetic organizations and federal and provincial government bodies;

(vi) seek to stimulate provincial coalitions to carry the campaign in each province.

Carried

CONFERENCE PROGRAM

DAY CARE IN THE '80s

Why a Conference?

Changes in family structure, mothers in the labour force, and urbanization in Canada have led to the need for day care, which is not being met adequately. Thus, a call for a second national conference on day care, from users, workers, providers, advocates and policy-makers to explore the conference theme, "Day Care in the '80s".

What Kind of Conference?

The 2nd Canadian Conference on Day Care - 1982 aims at identifying and describing:

(1) the present state of day care policy and programming from a provincial, territorial and national perspective (Stage I of the conference program)

(2) some basic elements of high quality day care (Stage II)

(3) policies, structures and action strategies aimed at achieving high quality day care (Stage III).

PROGRAM

Wednesday, September 22nd

5:00 p.m. to 10:00 p.m. - Registration
- Words of welcome
- Informal get-together

Thursday, September 23rd

Stage I: The State of the Art

9:00 - 10:00 - Introduction
- Need for day care: to be announced
- Day care programming

Mrs. Judy Erola, Minister responsible for the Status of Women.

Stage II: The Basic Elements of High Quality Day Care

10:00 - 10:15 - Explanation of Stage II and overview of plenary issues and workshops

10:15 - 10:30 - Coffee

10:30 - 12:00 - Plenary Issues

Each plenary issue will be further subdivided in specific workshops. Participants will attend a workshop within one of the plenary areas

1. accessibility and affordability
2. the provision of a nurturing environment and creative programming (i.e. dramatic play, music, nutrition)
3. staff training, working conditions and salaries

4. meeting the unique aspirations of a broad range of children and parents, such as specific cultural, linguistic, special needs groupings
5. the variety of models by which day care can be delivered, i.e., school age, family day care, work-place, flexible hours
6. parental involvement.

12:00 - 1:30 - Lunch

1:30 - 3:00 - Continuation of morning workshops

3:00 - 3:30 - Coffee

3:30 - 5:00 - Meeting of each plenary issue grouping to summarize the ideas and recommendations which emerged in the workshops

Evening - Meetings of provincial groupings and special interest areas

---

Friday, September 24th

9:00 - 11:00 - Report of each plenary issue grouping to the conference

11:00 - 11:15 - Coffee

Stage III: What Now? Strategy for Action

11:15 - 12:00 - Key note speech on citizen advocacy in day care

Pat Schultz

12:00 - 1:00 - Lunch

1:00 - 2:45 - Workshops
Participants return to their workshop where the basic means for establishing quality day care will be defined. The following categories of means will be considered although each group should deal with the issue in a creative way: funding, legislation, advocacy, starting to define a plan for moving towards universality, unionization, action networks, activating volunteer resources, utilizing private sector support and research projects.

3:00 - 5:00 - Meeting of each plenary issue grouping to summarize the ideas and recommendations which emerged in the workshops

Evening - Free time

Saturday, September 25th

9:00 - 10:15 - Report of each plenary issue grouping to the conference

10:15 - 10:30 - Coffee

10:30 - 12:00 - Strategy for action: establishing a mechanism

12:00 - Adjournment

PLENARY ISSUES

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Plenary Issue No. 1 AFFORDABILITY AND ACCESSIBILITY

Coordinator: Norma McCormick, Manitoba

A. DESCRIPTION OF WORKSHOPS

1-1 Day Care Accessibility

Leader: Laura C. Johnson
Program Director
Social Planning Council of Metropolitan Toronto

There are two systems of day care operating in Canada: a formal system of licensed, approved, day care spaces serving some 15 per cent of the children requiring care; and an informal system of unsupervised care serving the remaining 85 per cent. For some groups of children, such as those under the age of two, the proportion in formal arrangements is considerably less than 15 per cent. There is growing public concern about the level of quality, reliability, and availability of informal day care. In addition, recent research indicates that there is a growing preference among Canadian parents for licensed day care services. This workshop reviewed the various barriers of cost and availability that currently prevent the majority of families from entering the formal day care system. It then examined a variety of policy options for increasing the accessibility of this system. The objective of this workshop was to develop a blueprint for a comprehensive system of quality day care with increased public funding to make it accessible to all families who require such care.

1-2 Day Care Affordability

Leader: Aleda Turnbull
Social Services Administrator
Children's Aid Society of Eastern Manitoba

What does good day care cost? Why can't day care be cheap? How much can parents afford and be expected to pay? Universal free day care — how do we move toward it? This session examined a variety of funding options for day care services and the changes that are required to make quality day care affordable to Canadian families.

B. WORKSHOP RECORDS -- Not available.

C. DEFINITION OF HIGH QUALITY DAY CARE -- Not available.

D. PROPOSED RESOLUTIONS

Funding

1. Resolved that:

As an interim measure,

(a) the federal government immediately pass legislation to provide for a federal child supplement of five dollars a day to every licensed or supervised centre/caregiver for every space in an approved, non-profit licensed child care program (prorated for infants, handicapped children, school age or part-time programs);

(b) the federal government require provincial governments to match the grant as a condition of providing the supplement;

(c) the supplement be reviewed annually and adjusted to reflect changes in the cost of provision of service.

Carried (75%)

2. Resolved that:

(a) The federal government establish, under a new Child Care Act, an equitable cost-shared program to provide for universal access to quality day care (with a proviso for the Yukon and Northwest Territories);

(b) this Act include a direct maintenance grant of a minimum of five dollars a day per child space, which would be adjusted with the cost of living adjustment, to licensed and approved non-profit day care programs.

Carried (75%)

3. In recognition of the right of every parent and child to universally accessible non-profit day care, notwithstanding their right to choose other existing options; and in recognition of the fact that day care should be part of an integrated community-based system of high quality service that is responsible to the divers needs of children 0 - 12 years of age, their parents and day care staff;

Resolved that:

The federal government immediately grant a federal child supplement of five dollars a day for every child enrolled in an approved and/or licensed non-profit child care program.

Carried (75%)

4. Resolved that:

A funded person be responsible for community development in the area of day care by seeking out existing resource people and services, supporting and enhancing the availability of parent education, and identifying local day care development.

Carried (75%)

5. Resolved that:

(a) We lobby for federal funding programs for all special needs;

(b) These programs respond to local initiatives and be locally controlled (this would include a communications network);

(c) In each province or territory a funded resource person be responsible for providing

(i) accessible training resources in early childhood education to professionals already providing services, to parents, and to para-professionals;

(ii) public awareness of existing resources and facilities;

(iii) special funding for specialized training of day care staff who care for special needs children; and

(iv) funds to develop communications in rural and isolated areas for all people involved in day care.

Carried (75%)

6. Whereas day care must be part of an integrated, community-based system that is responsible to the divers needs of children 0 - 12 years of age, their parents and day care staff;

And whereas there should be recognition of the right of every parent and child to universal access to high quality non-profit day care, notwithstanding their right to choose other existing options, it is

Resolved that:

(a) Public funding go only to non-profit, community-based day care;

(b) The federal government provide sufficient funds to cover start-up costs, including capital outlay and organizational and personnel costs.

Carried (75%)

7. Resolved that:

Government be pressured to re-priorize expenditures with day care given a high priority of funds.

Carried (75%)

8. Whereas all levels of government are responsible for providing stable, on-going financial support in order to allow universal access to affordable, high quality day care, it is

Resolved that:

(a) Through revised funding, the federal government increase its assistance to the provinces for the funding of day care services that meet the standards of a proposed National Day Care Act and that the funding be based on the day care spaces needed in the recipient province;

(b) The federal government institute a system of equalization payments earmarked for use in day care in provinces and territories where day care is not currently being developed;

(c) Federal funds not be limited by the delivery models used in the province or territory but by the quality of care provided;

(d) Provincial governments provide increased subsidies based on cost of living and income levels to ensure that day care services are affordable for all parents;

(e) Provincial governments provide a maintenance grant for each day care space in the province;

(f) Provincial governments provide a start-up grant for expansion of day care services; and

(g) Municipal and regional governments be responsible for providing funding for day care programs and community services support personnel but that in unorganized areas the provincial governments have responsibility to provide those services.

Defeated

National Day Care Act

1. Given the demonstrated need for child care and given the regional disparity in its provision and quality, we move that the federal government acknowledge its responsibility in these areas and it is

   Resolved that:

   The federal government establish a National Day Care Act to establish universally accessible, non-compulsory, publicly funded non-profit high quality day care for children 0 - 12 years of age. Under this Act, the federal government would pay 50 per cent of all operating, capital, and other associated costs of various types of approved non-profit child care to be established in each province. Provincial governments would provide the balance of the fees and would be responsible, as they are now, for licensing, regulations, standards, and administration.

   Defeated (204 to 153)

2. In recognition of the right of every parent and child to universally accessible non-profit day care, notwithstanding their right to choose other existing options, and in recognition of the fact that day care should be part of an integrated community-based system of high quality service that is responsible to the divers needs of children 0 - 12 years of age, their parents, and day care staff, it is

   Resolved that:

   (a) This conference call for the immediate appointment of a Parliamentary Standing Committee in order to make recommendations leading to a National Day Care Act;

   (b) The federal government, in consultation with national and provincial organizations, which should include community, parental, and staff representation, develop a National Child Care Act for children 0 - 12 years to cover a variety of models and to be tabled within one year. The National Child Care Act shall encompass the establishment of standards and regulations, provisions and funding, mechanisms for compliance, and penalties for non-compliance. The regulations shall include standards for administration, health,

safety, nutrition, training, physical requirements, ratios, developmental programming, and parent representation on governing boards.

Carried (75%)

3. Resolved that:

The federal Cabinet be mandated to establish a new federal department to administer a National Day Care Act. This department must be separate from a social welfare orientation. This National Day Care Act would tie funding to performance such that provincial ministers responsible for higher education and child day care programs would ensure that appropriate delivery models are in place and provide personnel with competency-based training.

Carried (75%)

4. Whereas uniform national standards and regulations are needed to ensure quality child care in an expanded system that will enable us to meet the needs of children, parents, and staff, it is

Resolved that:

(a) A new National Child Care Act be established to cover universal accessibility, child:staff ratios, environmental physical requirements, staff qualifications and training requirements, salaries and benefits, nutrition, and programs;

(b) The federal government consult with professional associations, trade unions, parents, advocacy groups, day care coalitions, and others in drawing up this Act.

Carried (75%)

5. Resolved that:

A National Child Day Care Act be brought forward to

(a) establish standards, including on-going assessment for

(i) education for providers to enable them to meet the developmental needs of children effectively;

(ii) child-centred programming to meet individual needs of children, which may include such areas as learning through play, nutrition, speech and language, creative movement, creative self-expression;

(b) include community-based support services that are easily accessible to children, family, and child care providers in all models;

(c) establish a rationale (criteria) for funding, capital expenditures, training (pre-training and on-going professional development), programming, nutrition, and support services;

(d) consider all goals reached in workshops.

Defeated (191 to 139)

Accessibility

Resolved that:

The federal government commit itself to ensure the provision of universally accessible, publicly funded, non-compulsory, supervised day care services in a variety of delivery models (e.g., group care, supervised family home day care, work-place day care, etc.) for every family who needs or wants it; and that the term 'universally accessible' be understood to include factors of cost, location, hours of operation (short-term, part-time, emergency, shift), age of children (0 - 12 years), and special needs.

Carried (75%)

Plenary Issue No. 2 CREATIVE PROGRAMMING AND NURTURING ENVIRONMENT

Coordinators: Lou Schroeder, Manitoba
Deborah Bryck, Saskatchewan

A. DESCRIPTION OF WORKSHOPS

2-1 Learning Through Play

Leader: Jennifer Wolfe
Program Head
Early Childhood Development Program
Grant MacEwen Community College, Mill Woods Campus

This experiential workshop invited participants to try the types of experiences that children should be exposed to in a quality day care program. After experiencing the activities, there was discussion of the components of an appropriate learning environment. The discussion focussed on the nature of the activities, the role of the teacher, adult, and parent, time structuring, room set-ups, preparation, the design of follow-up activities, the potential learning of activities, the need for individualization, and other related issues.

2-2 Movement and Mime (Creative Movement in the Day Care Setting)

Leader: Kally Kennedy
Professor
Department of Physical Education
University of Manitoba

Children have a natural love of movement and of music. Rhythmic movement and dance satisfy their need for movement and encourage them to respond creatively to music, percussion, poetry, and other stimuli.

This experiential workshop attempted to aid child care providers in developing a program that involves and develops the whole child – mind, body, and feelings – through the creative expression of movement and dance. Participants were asked to involve themselves in creative movement experiences in an attempt to discover the pleasure of self-expression and to gain a better understanding of the creative process. As the workshop progressed, participants were given an overview of the use of creative movement in the varied settings represented (i.e., group day care, lunch-time and after-school care, and family day care), with mixed age groupings and children of different abilities.

2-3 Behaviour and Behaviour Control (Positive Child Management and Stages of Development)

Leader: Dr. Laura Mills, PhD
Psychologist
Child Development Clinic

A clear understanding of child development and the basic principles of child management is essential to quality child care services. A definitive look at child development, both intellectual and emotional, preceded a panel discussion of the differing models of child management in this workshop. Using specific case examples of typical pre-school problem situations, the panel members discussed the different methods of approaching the child, stressing the consideration of the child's developmental level as essential for effective solutions.

2-4 Nutrition

Leader: Catherine McNeil
Nutrition Specialist
Home Economics Directorate
Manitoba Department of Health

This workshop provided an in-depth look at nutrition as a key element of quality child care services. The workshop began with a definition of children's food requirements and moved towards interesting and enticing ways of fulfilling those needs. Participants were shown through a variety of activities what is involved in good menu planning. The workshop also provided a nutrition education program for children, including numerous games and art and language activities to help in introducing nutrition concepts to children.

2-5 Program Planning

Leader: Ken Pierce
Director
Early Childhood Services
Holland College, Charlottetown, P.E.I.

This workshop provided an in-depth look at program planning as a core area in ensuring quality child care services. The workshop began with a definition of children's needs and moved towards the child care provider's role in helping them meet these needs (i.e., as guide and

facilitator). Participants were aided in setting long- and short-term goals, in understanding how to achieve their goals, and in recognizing their success in achieving those goals. The workshop attempted to encompass all types of child care services, highlighting basic similarities and delineating specific differences (e.g., the availability of resources, children's ages, group size, and cultural variables).

2-6 Language and Communication

Leader: Maureen Penko
Speech Pathologist
Speech and Hearing Clinic
Health Sciences Centre, Winnipeg, Manitoba

This workshop began by defining normal speech and language development at the pre-school level and moved towards identifying the types of communication disorders. There was also a discussion of ways to facilitate communication skills with the pre-school child.

2-7 Art as a Vehicle for Learning

Leader: Suzanne Doucet-Dansereau
B.A. in Art Teachers' Training and Nursery School

This workshop attempted to help participants recognize the importance of creativity in the life of children and to support its development in children. Participants had the opportunity to experiment freely with the material and, it is hoped, discover the pleasure of working with the different art media towards developing a better understanding of the creative process.

B. WORKSHOP RECORDS

2-1 Learning Through Play -- Not available.

2-2 Movement and Mime

Movement is an essential part of day care for

. overall growth and development
. the enhancement of social skills
. the promotion of well-being
. fun, a natural by-product of play.

Problems:

- . very little equipment available
- . no time available during regular hours
- . no space available
- . complete books and other material not provided
- . no music
- . few resources
- . teachers not aware of the need for play.

Solutions:

- . urgent need for trained staff
- . make space available: out of doors and throughout the city if necessary
- . learn to utilize available space
- . motivate children, accept their ideas, innovate
- . make people aware of the need and the problems
- . organize creative workshops for day care workers.

2-3 Behaviour and Behaviour Control

As neglected children become uncontrollably aggressive and have a short attention span and a low frustration threshold, day care centres must aim for positive child management. Some of the objectives would be to help children

- . gain self-control
- . learn respect for the rights and feelings of others
- . learn the rules of society.

Problems:

Behavioural problems usually go unrecognized because of a lack of funding or of specially trained personnel. It is therefore imperative that day care staff be trained to recognize their limitations and see the need to refer some problems to specialists. There should also be liaison between day care staff, specialists, and parents. Parents should be made aware of behaviour problems so that they understand the need for expert counselling.

Solutions:

- . set up parenting courses
- . seek funding to make professional services readily available

- provide education grants so day care workers can acquire a basic and sound knowledge of child development
- make specific materials available at a reasonable cost
- the day care provider should be accountable to the community: organize a national campaign (federally sponsored) to sensitize the community
- minimum standards for centres should be higher.

2-4 Nutrition

Discussions were centred on the categories of food necessary for good nutrition. Some suggestions were offered in order to improve attitudes of both staff and parents. It was stressed that basic education of nutrition should not be optional for day care workers but compulsory. Many games were suggested for interesting children in good nutrition:

- card games with pictures of "good" and "bad" food
- trips to gardens
- cooking with them, which teaches independence and sharing
- touching food.

It was also stressed that meal-time in the centres should be quiet and that day care workers should eat with the children. Comfortable, child-size furniture and dishes should be provided.

Other suggestions included teaching children

- what food is
- what food does for us
- what the sources of food are
- about different cultures and ethnic groups through food
- about certain foods for certain occasions (e.g., pumpkin for Thanksgiving).

2-5 Program Planning

Program planning should

(i) be child centred. It should prepare children for future life and teach basic values. Ask children for their ideas in order to cultivate respect, trust and dialogue.

(ii) meet physical, emotional, social, and intellectual needs. The program should be flexible, practical, and challenging. It should offer variety; children are more relaxed if outdoor games

Problems:

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Solutions:

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are provided. Be aware of language difficulties that might mean isolation for some children.

(iii) be a mechanism for quality control. There should be expert staff, bilingual workers, staff support and proper equipment. Staff development should be on-going; and competence should be monitored (externally). There should be a yearly look at the program to evaluate future needs. And there should be provincial regulation of programs.

2-6 Language and Communication

Needs:

- more information on children with speech problems
- informative workshops on what to do about these problems
- speech pathologist in community
- special needs staff person (could be shared with other centres)
- liaison with parents
- community-based clinics through public health nurses in order to reach pre-schoolers; referral when required
- expanded and improved clinical resources.

2-7 Art as a Vehicle for Learning

Problems:

- inadequate funding for supplies
- lack of space
- age and range of children too varied
- too few staff persons
- lack of time to prepare
- attitudes of staff
- lack of adequate training for workers
- lack of good facilities
- lack of proper funding.

Solutions:

- do not teach art to a child but offer support while she or he explores
- work like a child at her/his level, stressing the importance of touching and feeling

- . be conscious of the different stages of development
- . acknowledge the importance of the process over the product for children and attempt to produce creativity
- . look at the whole area of art, including drama, music, movement, and dance
- . seek to obtain a suitable environment
- . seek adequate government grants
- . re-evaluate the present training system and make it an on-going process.

C. DEFINITION OF HIGH QUALITY DAY CARE

2-1 Learning Through Play -- Not available.

2-2 Movement and Mime

Creative movement must be recognized and accepted as essential to children's growth and it should be supported through workshops, training for personnel, the availability of more resources, equipment and space, and the development of program guidelines for teaching creative movement similar to those used for nutrition and music.

2-3 Behaviour and Behaviour Control

It is our belief that children are human beings and deserve to have their needs and rights respected, and to be treated with dignity. Based on this belief, we feel that positive behaviour management depends on the clear understanding of human developmental stages, acceptance of individual differences, and each child having an opportunity to express his or her thoughts and feelings in an atmosphere of support and understanding. In order to facilitate this approach, our primary goal is

(i) to ensure that all day care providers have a basic knowledge of childhood development theory;

(ii) to give parents guidance for choosing quality care and general developmental needs;

(iii) to heighten community awareness regarding quality of care and the value of need for day care.

2-4 Nutrition

All child care workers should receive training in basic nutrition and in nutrition education for children.

2-5 Program Planning

The emphasis should be on a child-centred program that meets the individual needs of children.

2-6 Language and Communication

Present and future staff and the community as a whole (especially parents) should be educated in child speech, language, and communication training. There should be expanding educational facilities within Canada for speech pathologists and audiologists.

2-7 Art as a Vehicle for Learning

To ensure the child's right to creativity and self-expression, he or she needs caregivers who will help develop his or her potential to the greatest degree. This requires a strong commitment to re-evaluating the present training available across Canada and demanding improvements to ensure that those in the child care system have the proper tools to carry out their responsibilities. This must be an on-going process.

D. PROPOSED RESOLUTIONS -- None.

Plenary Issue No. 3 STAFF TRAINING

Coordinators: Larry Katz, Ontario
Jane Norman, Nova Scotia

A. DESCRIPTION OF WORKSHOPS

3-1 Working Conditions, Wages, and Salaries

Leaders: Shelly Acheson
Human Rights Director
Ontario Federation of Labour

Jamie Kass
Coordinator, Centretown Parents Day Care
Executive Member, CUPE Local 2204

Inferior wages, salaries, and working conditions are major problems now confronting child care providers. For too long, day care employees have been expected to subsidize an underfunded service.

This workshop examined present levels of compensation and conditions of work. Present trends, positive and negative, were explored. Unionization as a means to improving employee wages and working conditions was examined as were the goals of the trade union movement with respect to day care in the 1980s.

3-2 Working Conditions and Quality Day Care

Leaders: Penny Bertrand
Representative, Public Service Alliance of Canada
Ottawa-Carleton Day Care Task Force

Sue Sharpe
Coordinator, Regal Road Day Care Centre

What impact do working conditions have on the quality of care provided to children? What are the most prominent frustrations facing day care employees, and how do these frustrations affect the quality of care? How do the needs of day care workers overlap with those of children and parents? What minimal standards are required to achieve quality care? What help can trade unions provide in helping to build a broad coalition promoting accessible, affordable, quality day care? These questions were addressed in this workshop.

3-3 What Is Fair Compensation?

Leaders: Jane Stinson
Researcher, National Office
Canadian Union of Public Employees

Maureen Morrison
Co-chairperson, Manitoba Coalition for Day Care

This workshop looked at compensation received by other groups of employees with similar responsibilities to child care providers. Differentials in pay scale, welfare benefits, etc., were examined. Variations in compensation for day care employees working in different settings were also studied. The workshop attempted to arrive at an answer to the question, What is the appropriate comparison group (for example, teachers) to help define an acceptable level of compensation for child care employees?

3-4 Present State of Training

Leader: Pat Amundrud

In this workshop the present models for day care staff training (community college courses, workshops, evening and weekend programs) were examined in an attempt to determine whether these models produce competent staff and how they contribute to the quality of care provided in day care centres.

3-5 Day Care Legislation and Training

Leader: Pamela Easterbrook-Nadeau
Executive Director
New Brunswick Day Care

This workshop was concerned with the relationship between legislation and training. It considered whether legislation should make training requisite and if so, to what extent. An attempt was made to define basic minimum necessary skills.

3-6 Relationship between Quality Day Care and Competent Qualified Staff

Leader: Alice Chadwick

The elements of quality day care and the desirable elements of a basic training course were discussed in this workshop with a view to determining how best to produce competent staff.

B. WORKSHOP RECORDS -- Not available.

C. DEFINITION OF HIGH QUALITY DAY CARE -- Not available.

D. PROPOSED RESOLUTIONS

Staff Training

1. Whereas child day care training is a primary factor in quality child care programs, it is

   Resolved that:
   Child day care training be required for all child day care personnel in Canada.

   Carried (75%)

2. In view of the significance of staff training in contributing to quality day care services, it is

   Resolved that:

   (a) Within five years following the passage of the National Day Care Act, all day care personnel shall have completed post-secondary training in early childhood education and development and have specific job-related competencies;

   (b) Upgrading training needs of all day care personnel be met by
      (i) a competency-based assessment of staff in order to give credit for skills already achieved and to define their training needs;
      (ii) financial incentives for those being trained and financial compensation for employees.

   Carried (75%)

3. Whereas not all provinces in Canada offer child day care staff training, it is

   Resolved that:
   Pre-service, in-service, and on-the-job training be made available to all persons working in day care settings throughout their careers.

   Carried (75%)

Wages, Benefits, and Working Conditions

1. Whereas higher wages, better working conditions, better benefits, and job security are necessary in order to maintain qualified day care staff, it is

   Resolved that:
   Day care staff organize for higher wages, better benefits, working conditions and job security.

   Carried (75%)

Parliamentary Standing Committee/Ministry

1. Resolved that:
   The federal government immediately appoint a parliamentary standing committee to
   (a) make recommendations for the establishment of a universally accessible, non-compulsory, non-profit, publicly funded, high quality day care system in Canada under a National Child Care Act;
   (b) make recommendations with regard to the implementation of national standards;
   (c) make recommendations with regard to the appropriate ministry to administer the National Day Care Act.

   Carried (169 to 132)

2. Resolved that:
   We lobby, through submissions that include facts, a survey of needs, statistics, publicity campaigns, personal representation, networking, advocacy, and re-education of the public and politicians, for the specific concerns of children with special needs and support new government legislation and the creation of a federal ministry for children and youth responsible for the creation of a National Day Care Act that would include provisions for children with special needs.

   Carried

Plenary Issue No. 4 SPECIAL NEEDS AND UNIQUE ASPIRATIONS

Coordinators: Rosemary Cairns, Northwest Territories
Alan Pence, British Columbia

A. DESCRIPTION OF WORKSHOPS

4-1 Cultural and Linguistic Concerns

Coordinator: Rosemary Cairns

Presentors: Joanne Thomas
Arctic Coast (Cambridge Bay), N.W.T.
Director of Katimavik Centre

Judy Hill
Brandon, Manitoba
creating a Native Indian Day Care Centre

This workshop discussed the cultural and linguistic concerns and needs of children whose mother tongue is neither English nor French, and was divided into three groups:

(i) Native and Inuit
(ii) Immigrant
(iii) Gay and lesbian.

As well as discussing needs, the workshop looked at programs that have been developed to meet those needs. Presentations were followed by a panel discussion on this topic and, finally, by group discussion.

4-2 Day Care in Isolated/Rural Areas

Chairperson: Laura Jackson
Field Representative and Early Childhood Worker
Memorial University Extension Service
Goose Bay, Labrador

Presentations were made by participants from the Yukon, Northwest Territories, northern Manitoba, and Labrador on the present state and future aims of day care in their areas. These were followed by a panel discussion on the problems faced by people in isolated areas. A paper on the historic background of day care in isolated and rural areas, the situation in the Northwest Territories, and a specific day care program in Yellowknife is being prepared.

Presentor: Laura Jackson

Ms. Jackson gave an overview of the day care and pre-school situation in Newfoundland and Labrador, more particularly of the eleven pre-schools and two day care centres in Labrador. Her talk included mention of the organizational support groups – the parent groups, the Early Childhood Development Associations, and the university extension service – and discussion of the various solutions to organizing and funding: workshops and conferences, teleconference sessions and videotapes, teacher exchanges from one day care or pre-school centre to another, and making use of a variety of funding sources, from local canvassing and fund-raising to government make-work projects.

Presentor: Karen McCann
Acting President of Dawson Child Care Association
Dawson City, Yukon

Ms. McCann talked about the Dawson Child Care Association non-profit day care centre for 20 children, plus their night (7:30 p.m. - 2 a.m.) summer child care service, which is basically for tourists. She discussed problems caused by the five-week period each winter without sun, such as vitamin deficiencies, frozen and burst pipes, and very high fuel costs.

Presentor: Ann Ledger
Director, Juniper Preschool
Thompson, Manitoba

Ms. Ledger gave a slide talk on her centre, which has an integrated program for handicapped and "normal" pre-schoolers. She described its evolution from a centre exclusively for handicapped to an integrated one, and one licensed under Manitoba government regulations.

Presentor: Mary Ann Moll
Director of two 24-hour day care centres
Yellowknife, N.W.T.

Ms. Moll gave both a comprehensive overview of projects and studies being done with children in rural and isolated areas in different parts of North America and a report on the problems and the present situation of day care in the Northwest Territories.

4-3 Day Care for Handicapped Children

Leader: David Wetherow
Director, Canadian Association for the Mentally Retarded
Winnipeg Branch

Coordinator: Gina Plewes, C.H.M.R., Winnipeg Branch

Facilitator: Alan Burpee, Director, Winnipeg YMCA

Presentors: Lois Brockman and Lola Jackson
Department of Family Studies
University of Manitoba

Key Area: social interaction and skills in directing group behaviour as a key to integration.

Bev Klassen and Mary Jones
Beginnings Preschool
Brandon, Manitoba

Key Area: need to match learning experiences to child's own pace.

Sharon Hope Irwin
Town Day Care Centre
Glace Bay, Nova Scotia

Key Area: creating special programs without special funding.

Dr. Jim Albert
School of Social Work
Carleton University, Ottawa, Ontario

Key Area: special needs constitute more than physical or mental handicaps; caring for these special needs in family day care.

The inclusion of physically and/or mentally handicapped children in normative day care settings poses special concerns and opportunities for day care programs. This workshop series explored the general status of integrated day care in Canada, presenting specific program experiences and pointing the way towards successful policies and programs for both special and normative needs' children in day care.

4-4 Infant and Toddler Care

Leader: Linda Hanna
Supervisor
University Victoria Day Care Centre #3 (Toddlers)

Presentors: Susan Christie
Simon Fraser University Day Care Centres
Supervisor of "Los Ninos" Centre for 1 - 3 year olds

Key Area: care of infants (6 months - 1 year) and toddlers.

Jo Mansen
Alvin Buchwald Centre, Saskatoon

Key Area: special needs, infant care, parent training.

Anne Ellison
Professor, Early Childhood Education
Ryerson Polytechnical Institute, Toronto

Key Area: historical perspective; demonstration centre; interrelationship of Infant and Toddler Centre with Centre for 2½ - 5 year olds.

Mary Dlugosh and Wendy Bacon
Infant and Toddler Supervisors
Health Services Centre, Winnipeg

Key Areas: day care at the work place; meeting the needs of infants and parents; patient-family support services; emergency care for children of patients.

Karen Bandolini
President of the B.C. Family Day Care Association
and
Lucille MacKay
Coordinator, University of Victoria Day Care Services

Key Areas: innovative approaches; linking family day care with day care centres; presentation of advantages to both family day care operators and day care centre operators; discussion of efforts to bring this concept into effect in B.C.

In many parts of Canada, accessible and comprehensive infant and toddler care has yet to develop. The lagging edge of day care, the non-maternal care of infants and toddlers, is viewed with suspicion in many sectors of Canadian society. This workshop series explored innovative infant and toddler program ideas, discussed the special needs of infants and toddlers, and attempted to evolve a strategy for moving infant and toddler care acceptability into the mainstream of day care development.

B. WORKSHOP RECORDS

4-1 Cultural and Linguistic Concerns

Problems:

- There are insufficient funding and resources to relate to different cultural child rearing and nutritional practices.
- Children of immigrants are not recognized as a special needs group.
- Fear of government is real in immigrant families.
- There is a need for public awareness, the difficulties, struggles, and present situation of immigrant families.
- Indians and Inuit are usually left out of any discussions.
- Provinces usually finance day care, and Indians, whose funding is a federal issue, are caught in the middle.
- The proper method to obtain financial assistance is not known.
- Day care centres tend to be anglophone, which results in lack of identity and isolation for the child due to a language barrier and denial of culture.

General Solutions:

- Get retired people involved (through singsongs, cuddling, and love). Children will learn respect for their elders.
- Provide communications network, and seminars and workshops for parents.
- Locate and use community resources.
- Provide a referral centre to match needs and skills.

Specific Solutions Applicable to Native Groups:

- Racial, ethnic, and social bias should be removed from resources and materials.
- There should be adequate training in the area of immigrants and ethnic community development.
- Train native mothers in day care work.
- Consult Band Councils on reserves regarding day care provisions.
- Amend the Indian Act: Indians should be given responsibility for child welfare.
- Encourage parent participation in cross-cultural activities.
- Establish national standards (elective): communities could adopt these standards voluntarily.
- Increase funding to hire cross-cultural staff.
- Lobby in the political arena.

4-2 Day Care in Isolated/Rural Areas

Problems:

- There is not enough day care space: children are taken care of in private homes without the benefit of expert staff.
- Existing day care centres are like drop-ins: children come and go as they wish, unable to learn since they are not there on a regular basis.
- There is a large turnover in staff.

Solutions:

- Develop parental skills.
- Capitalize on resources available, for example, television.
- Establish casual day care in larger settlements for transients.
- Create flexibility in hours of operations.
- Cope with seasonal fluctuations in transient population.
- Pay reasonable wages (the cost of living is high).
- Establish licensing standards that are realistic for the North.
- Improve communications and transportation.
- Increase funding to cover unique needs of northern and isolated areas, such as
  - fuel costs
  - comparable wages
  - staff training
  - break-even operating costs
  - transportation of children.

4-3 Day Care for Handicapped Children

Problems:

- Most children in day care centres are from low-income, single-parent families.
- Caregivers earn less than $3,000 — the public thinks they are merely baby-sitters.
- There are too few trained people to help the handicapped cope with their disabilities.
- Handicapped children have the same learning needs but they operate at a slower pace.
- The present pattern is
  (a) pre-schools are integrated - parent support is minimal
  (b) schools are segregated - there is no continuity of services.

Solutions:

- Abolish classifed special needs centres. Since it is difficult to attract "regular" children, these centres encourage segregation.
- There should be early integration (infancy) and funding without labelling of children.
- The special needs of children should be met, not only the welfare needs of families.
- People should be sensitized towards special needs in rural areas.
- Access to day care should be universal, including physical accessibility to buildings.

4-4 Infant and Toddler Care

Infants and toddlers do not fit into the "special needs" category and therefore should be a group unto themselves. As a category, they also have special needs.

- The public should be polled to learn what needs are unmet in the community.
- An advocacy information network should be organized so that more effective lobbying may be carried out.
- Finances are a problem, especially for specific capital and operational expenses.

C. DEFINITION OF HIGH QUALITY DAY CARE

4-1 Cultural and Linguistic

1. Child care programs need sufficient funding and resources to reflect the cultures and languages of participants. The child care program should recognize different child-rearing and nutritional practices and should have staff who are of the culture and language of the participants.
2. There should be a resolution of the jurisdictional and funding difficulties between governments that impede programs for meeting cultural and linguistic needs.
3. There should be recognition that the concept of self and others is formed in the early years and that child care contributes to this identity. In order to ensure the development of a positive cultural identity,

   (i) children of immigrants should be recognized as a special

needs group and have access to enriching resources relevant to their needs, for example, English or French as a second language;

(ii) racial, ethnic, and social bias should be removed from resources and materials, and, furthermore, multi-cultural programs, images, models, and resource persons should be included to promote cross-cultural awareness;

(iii) adequate training, resource materials, and persons in the area of immigrant and ethnic community development should be accessible to child care providers and supervisors.

4. (By special request)
Since gay and lesbian child care workers, parents, and children experience discrimination in society in general as well as in day care, this conference acknowledges the principle of equality of all children, parents, and staff, regardless of sexual preference, and a stated principle of openness, support, and respect for gay and lesbian children, parents, and staff is adopted by this conference.

4-2 Day Care in Isolated/Rural Areas

1. Communication channels for isolated areas should be developed for all people involved in early childhood education.

2. Parental skills should be developed in isolated areas.

3. Funding should be made available to cover unique needs of nothern and isolated areas:
   - . fuel costs
   - . comparable wages
   - . staff training
   - . broader definition of special needs children
   - . break-even operating costs
   - . transportation of children.

4-3 Day Care for Handicapped Children

1. There should be right of access from infancy to integrated services for children with special needs, e.g., physical, mental, emotional, and socioeconomic.

2. Government should recognize all children with special needs so that funding for all day care settings is increased to facilitate integration.

3. There should be increased initial and continuing staff training and increased compensation for staff in order to facilitate early integration in day care settings.

4-4 Infant and Toddler Care

1. Finances: both capital and operational expenses specifically for infants and toddlers, and special needs' children's programs.
2. Staff training and development in the areas of infant, toddler, and special needs children should be increased.
3. There should be federal legislation for day care that would include a mandate for quality care and funding.

D. PROPOSED RESOLUTIONS

Native Indian Child Welfare Act

1. Resolved that:
Lobbying of federal and provincial politicians take place to create a National Indian Child Welfare Act that would require consultation with Indians and Indian organizations, both on and off reserves, in the establishment of Indian control over all aspects of Indian child welfare.

Carried (75%)

Special Needs

1. In respect to day care, a special needs child is any child who is denied access to day care or who is discriminated against in the type of day care available for reasons of racial differences (such as Inuit, Native Indian, immigrant, and ethnic peoples); age; geographic location; sexual orientation; cultural differences; mental, emotional, or physical differences or handicaps; socioeconomic status; or any circumstance not covered by the above.

Resolved that:

(a) Government recognize special needs' families and children and their right to equality of access to all day care services on a non-segregated basis.

(b) Government recognize that it is every special needs' child's right to be cared for in an environment that promotes her or his optimum development and positive self-image as a unique, capable, and valued individual.

(c) Government and other funding agencies recognize that the expenses associated with the provision of quality day care for special needs children are in all cases greater than care for non-special needs children.

(d) Licensing and training authorities recognize that staff working with special needs children and their families require specific training as part of initial and continuing day care education.

(e) The families of special needs children be recognized as having unique needs for support services.

Carried (75%)

Plenary Issue No. 5 VARIETY OF DELIVERY MODELS

Coordinators: Renée Edwards, Ontario
John Pepin, Ontario

A. DESCRIPTION OF WORKSHOPS

5-1 Government Operated Services

Leader: Maria DeWit
Manager, Day Care Administration
Metro Toronto Social Services

This workshop examined the special role of government-provided day care in terms of its advantages and disadvantages.

5-2 Private - Commercial - Corporate Day Care

Leaders: Terry McIver
The Children's Place
Nepean, Ontario

Jocelyn Cowern
Head Office of Mini School
Oakville, Ontario

What is the place of the commercial day care centre in the field of day care? This workshop focussed on the business-oriented day care sector when discussing the questions, How does one resolve the need to make a profit with the need to provide good day care? and What are the differences between an independent operator and a chain operation?

5-3 Day Care: Parent Cooperatives, Societies, and Programs

Leaders: Emily Campbell
Children's Centre
Burnaby, B.C.

Donna S. Lero
Assistant Professor,
College of Family and Consumer Studies
University of Guelph

This workshop discussed the problem facing boards of directors in attempting to represent their communities democratically. It also considered how a community day care centre can resolve competing interests that occur within a community decision-making situation (e.g., the need to keep a service affordable versus the need to pay staff reasonable salaries).

5-4 Employer-Operated (Workplace) Day Care

Leaders: Jo-Anne Grayson
Women's Bureau, Ministry of Labour
Toronto

Julie White
Manager, Community Affairs
Levi-Strauss

This workshop considered the issue of employer-operated day care in terms of employers' obligations to provide such a service, the management of such a facility, and funding. The future role of employer-operated day care was also debated.

B. WORKSHOP RECORDS -- Not available.

C. DEFINITION OF HIGH QUALITY DAY CARE

1. Day care should be made universally accessible and affordable to all through the continuation of a variety of delivery models.
2. There should be a National Day Care Act for children 0 - 12 years of age, which not only contains quality standards for training, health, nutrition, safety, facility, ratios, developmental programming, and parental involvement but also contains an effective mechanism to ensure compliance.
3. There should be public education of parents, employers, and others to deal with the benefits and need for quality care.
4. The government should fund a national day care information collection and dissemination system.
5. All levels of government should be responsible for providing stable, on-going financial support in order to allow universal access to affordable, high quality day care.
6. Day care must be part of an integrated, community-based system of service that is responsible to the divers needs of children 0 to 12 years of age, their parents, and day care staff.
7. There should be recognition of the right of every parent and child to universal access to high quality non-profit day care, notwithstanding their right to choose other existing options.

D. PROPOSED RESOLUTIONS

Accreditation

1. Resolved that:
   A national, non-profit, accrediting body be established to implement voluntary accreditation programs for child day care training institutions; and furthermore, that there be established by this body a certification program and registry for day care personnel.

   Carried (75%)

2. Resolved that:
   An accreditation system be set up as a measurement guide for all models of high quality day care.

   Carried

Information and Education

1. Whereas there is a critical need for an effective and responsive mechanism for collecting and disseminating information about all aspects of day care on a national basis, it is

   Resolved that:

   (a) The federal government provide sufficient funding and operational support to strengthen and expand the resources and mandate of the National Day Care Information Centre greatly.

   (b) A national educational campaign with a focus on local community service delivery be established.

   Carried (75%)

Provincial or Territorial Responsibility

1. Resolved that:
   This conference urge all provincial and territorial governments to recognize their responsibilities for the provision of accessible, affordable, high quality day care for children aged 0 - 12 years and to participate fully with the federal government toward this end.

   Carried (75%)

Plenary Issue No. 6 PARENTAL INVOLVEMENT

Coordinators: Eva Roche, Alberta
Renée Spain, Québec

A. DESCRIPTION OF WORKSHOPS

6-1 New Patterns for Parental Involvement

Leaders: Bebiane d'Anjou
Professeur, Faculté des Sciences de l'Education
Université de Montréal

Margaret Neil
Kelsey Institute of Applied Arts and Sciences
Saskatoon

This workshop discussed trends in parental involvement in day care services, particularly in the province of Québec. Existing models were looked at in terms of co-management, cooperation, communication, and administration. Bill 77 was considered as a basic structure for parent participation and a critique was given. The purpose of parental involvement was discussed, as was the more general question of who should be concerned about day care.

Parental involvement was also viewed from the Saskatchewan experience. The pros and cons of mandatory parental involvement were discussed, together with the possible kinds of involvement (program, financial, managerial, etc.).

The presentations were followed by group discussion to allow the participants to share their views and experiences.

6-2 Parental Involvement in Day Care - The Free Enterprise System

Leader: Lora Lea Brommeland
General Manager, It's a Child's World
formerly Consultant with the Alberta government

This workshop discussed why parental involvement in day care is necessary and how we can accomplish it. The day care centre's responsibility was examined. The workshop also considered alternatives in child care, parent awareness, family support systems, and community resources. There were small group discussions on whys and hows, sometimes using specific case examples.

6-3 Recognizing Quality Day Care

Leaders: Jennifer Wolfe
Program Head, Early Childhood Development Program
Grant MacEwan Community College, Edmonton, Alberta

Mike Day
Farmer, Rocky Mountain House, Alberta
formerly with the Planning Department, City of Edmonton

This was an active workshop with experiences to demonstrate what children learn in a child care setting. It explored the nurturant-education controversy and provided an experiential and theoretical understanding of "learning through play." Participants were encouraged to explore their questions about the child's experiences in the day care setting.

As the workshop progressed, participants were given a brief overview of the wide variety of options that are or could be available to young families, such as flex time, parental leave, and tax credits, and had an opportunity for discussion, clarification, and evaluation of these options.

6-4 Parental Involvement from the Perspective of Panel (Director-Parent-Worker)

Leaders: Susan Donnelly
Coordinator, Grant MacEwan Day Care Centre, Edmonton

Colleen Friendship
Day Care Worker, Glengarry Day Care Centre, Edmonton

Tunya Audain, Coordinator of Education Advisory

Diane Campbell
Former Member of the Day Care Advisory Committee

Melba Rabinowitz
Program Director, Daybreak Parent-Child Centre, St. John's

Five presentations were given at this workshop:

1. One day care director told of her experiences in staff-parent day-to-day contacts, home visits, parents as decision makers, effects of legislation on parent involvement, welcoming and learning from families of diverse backgrounds, and more.
2. One parent described her experiences, concerns, and recommendations regarding the parent-day care relationship.

3. A recent graduate discussed aspects of her training that prepared her to work with parents, with suggestions for improving that training.

4. A fourth section was concerned with maintaining parent potency and initiative in day care – even in the light of the best possible professional services.

5. Finally, day care was considered in terms of family intervention and what should be its concern for developing family competence and individual self-esteem for all family members.

Presentations were interspersed with group discussion in order to maximize the sharing of ideas.

B. WORKSHOP RECORDS

6-1 New Patterns for Parental Involvement

Participant's opinion:

"Cooperation is something that can't be forced. When a change of government comes, ideology changes. There will be a down-fall of day care because of many changes. Very strong about co-ops. Can't legislate one particular type of anything, because of changes."

Problems:

- There is a lack of time, energy, and interest.
- Parents are insecure with their own role towards their children.
- Parents do not have a lot of time to spend in day care centres.
- Communications between staff and parents are not always clear.
- There is no evaluation procedure.
- Parents are wanting high quality care and close involvement, but they are also taking on role of day care employer. They were trying to cover so many roles and at the same time were making very tough economic decisions. Sixty to eighty per cent of parents using day care are single parents with average income. Many cannot afford to pay the fee. Saskatchewan people feel this destroys parental involvement.
- Special grants are not available for special needs children.
- Parents seem to depend on day care workers and do not feel the need to get involved.

Solutions:

- Prove to parents that involvement is helpful, even essential for quality care.
- Encourage community support.

Day Care Facilities in Québec:

- Group day care
- Home service
- School day care
- Stop-over centres and nursery schools
- Co-ops.

Forms of Parental Participation in Québec:

- Co-op approach - parents are deciders
- Co-management - parents and workers together
- Communication - develop ways to solve problems
- Consumption of services - parents contribute more money to keep their child in day care.

6-2 The Free Enterprise System - Not available.

6-3 Recognizing Quality Day Care

Needed:

- training workshops for parents and staff.

Problems:

- staff changes too frequent
- isolation of staff (1 person in charge of many children)
- relationship of children to parents:
  - lack of communications
  - lack of parental interest
  - problem of parents expectations
- family isolation.

Solutions:

- more part-time work
- fluctuating hours
- job sharing
- more parental leave
- child tax credits.

6-4 Parental Involvement from the Perspective of Panel

General Suggestions:

- The family centre concept should be promoted.
- The philosophy of parents as partners should underlie all child care services so that parents have opportunities for participation in planning, decision-making, and evaluation at all levels.
- Education programs for workers, parents, and the general public should be established to promote understanding of families' needs and importance of parents and day care.

Recommendations:

- home visits by day care workers to assess background and needs of the child and the family
- establishment of one-on-one contact (parent-staff)
- improved communications through coffee parties, pot-luck suppers, etc.
- better use made of time with parents as parents' time is limited
- better education for parents
- parental representation on boards for all programs (at least 50 per cent)
- options for parental involvement at all levels of decision-making and evaluation
- establish expectations between centres and parents
- develop parental awareness of staff needs and working conditions
- lobby for change in legislation, if necessary.

C. DEFINITION OF HIGH QUALITY DAY CARE

Parental Involvement

1. The philosophy of parents as partners should underlie all child care services so that parents have opportunities for participation in planning, decision-making, and evaluating at all levels.
2. Parental involvement and community support are essential in order to ensure responsive day care services and continuity of care for children.

3. In view of changing family structures (lack of extended family support, disruption of intimate communities), it is increasingly important that child care be family-oriented and provide a network of services and support to families.

4. Parents and staff involved in day care should receive training in order to become partners in ensuring quality day care.

5. Quality services for children and parents necessarily assume reasonable child:staff ratios, accessibility of continuing education for staff, and time for program planning.

6. We encourage education programs for parents and the general public that promote understanding of parents' needs, the importance of the role of parents, and the value of quality day care.

D. PROPOSED RESOLUTIONS

Parental Involvement

1. Resolved that:

In all planning, decision-making, evaluating, and implementing of child care services, at whatever level, parents be included in a substantive way.

Carried (75%)

2. Resolved that:

The federal government encourage public awareness of quality day care and the needs of young families by providing funding for television vignettes and other elements of a media campaign, with extensive input from the day care community, including parents, and that provincial governments be requested to encourage public awareness through similar media activities and through educational programs in high schools.

Carried (75%)

3. As any improvements in program operations (particularly increased continuing education, improved child:staff ratios, and increased program planning time) require an improved funding base, it is

Resolved that:

All provinces move to the provision of a basic maintenance grant matched by the federal government. It is further recognized that the two territories require special federal incentives.

Carried (75%)

4. Resolved that:

We request government to provide annual parental leave for parents of children up to age 12 for family responsibilities and encourage the recognition of this as a valued parental role by other employers and the general public.

Carried (75%)

5. Resolved that:

We request those funding bodies responsible for day care to provide funds for on-going opportunities for staff, parents and board members to gain knowledge and information related to staff:parent relationships, child development, administration, and needs of parents, including those with special needs' children.

Carried (75%)

6. Resolved that:

We request those funding bodies responsible for day care to provide funding for family resource centres which, in addition to providing child care, provide a network of services and support to families in the following ways: continuous support to families (including during times of interrupted employment or for special needs in the family), home visits, liaison between families and community services, individualized and flexible programs for parents, a variety of child care services (including part-time care), and services and opportunities for involvement to a mixture of ages, after school, etc.

Carried (75%)

7. Resolved that:

We request the establishment of a national day care body made up of members of the day care community, 50 per cent of the membership of this body to be day care parents. This non-governmental organization

will include representation from all provinces and territories and will be a national voice expressing day care interests and concerns. It is suggested that the Canadian Council on Social Development, as the co-sponsor of this conference, be instrumental in the establishment of this body, their responsibilities to terminate once this independent body is constituted.

Tabled

BACKGROUND PAPERS

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Note: These papers do not necessarily represent the opinions and objectives of the conference program committee.

THE PARTICIPATION AND INVOLVEMENT OF PARENTS AND WORKERS IN DAY CARE

by Barbara A. Chisholm

Introduction

Day care programs are now available in Canada under a wide variety of sponsorships and forms. In general, these sponsorships include private individuals, churches, municipalities, parents, charitable corporations, special-purpose organizations, and profit-making corporations. The forms of day care services are available as group day care centres, developmental centres for children with developmental handicaps, nursery schools, private home day care, and school-age centres for before-school, lunch-time, and after-school care.

Such variation in sponsorship and form is healthy and, if continued, bodes well for the entire day care field. Variety of this nature facilitates flexibility and creativity in meeting the widely differing forms of family lifestyle and situation and of children's circumstances that current Canadian society now encompasses. No one form of day care is the "best": what is best is what most effectively shares with parents their responsibilities of parenting young children in ways that enhance their parenting competence and meet the developing needs of the growing infant or child.

The important concept here is that of shared parenting. Through and with the staff, good day care supports and helps parents to meet their child care obligations. Contrary to a common misunderstanding, good day care does not substitute one form of parenting for another, does not interfere with good parent-child bonding, does not exclude the parent(s) from the child's life, and does not "institutionalize" children. Good day care does just the opposite. It provides both children and parents with consistency, predictability, and the opportunity to deepen relationships and share growing and learning. It affords to participating families a healthy learning and growing environment for children and a sense of competence that suggests to parents that life is manageable.

If this underlying philosophy of shared parenting is to be realized in all day care services, then the ways in which parents and staff interact become central to every program. An atmosphere of genuine respect and co-operation between parents and staff is the ideal. But in all human undertakings, the realization of a good and desired goal is rarely easy, and day care is no different. Problems may arise. But they are rarely insurmountable. Parents, staff, and children can all learn to work and grow together.

Two Day Care Streams

Day care in Canada may be divided into two major streams in terms of the role parents play, which is largely determined by the target-group served:

Stream One -- day care programs of all-day length, which are directed to the care of children whose parents are not available to them during the day, usually, but not only, because they are employed; parents are clients;

Stream Two -- day care and/or nursery school programs of all-day or part-day length in which parents take an active part on a pre-committed, scheduled, and expected basis, regardless of whether they work or not; parents are participant partners.

In Stream One programs, employed staff with educational or experiential qualifications undertake the full provision of the program. Public, municipally operated centres, commercial programs, and community-service agencies usually operate in such fashion. It is recognized that parents who need this form of day care service cannot be in two places at the same time. The sole-support working parent is the most graphic illustration of this situation. There, indeed, the concept of shared parenting is given clear effect: the day care service provides the care, experiences, and opportunities for the child that the working parent cannot provide during those hours when he or she must be absent.

Parents and some staff meet briefly twice a day: when the child is brought to day care and when the parent picks the child up at the end of the day. Extra effort is necessary to arrange regular or special sit-down conversations between parent and staff member. Policy and program decisions are made independently of parents, although parents may be canvassed for their opinion

and of course are ultimately informed. While some such programs may include user-parents on a board of directors or committees, decision-making is handled essentially by staff and a non-using board. Program monitoring is difficult for parents as they are away during program hours, and the children, if unhappy with what is happening, may be too young to identify and communicate adequately the reason for their distress.

While a happy, thriving, interested child clearly indicates his/her positive response to a good program, special efforts have to be made by both program staff and parents if the parents are also to receive the benefits of such a program. Communication between parents and children in situations where parents are not available to participate in the program is enriched if parents are kept informed of activities and special events. As well, parenting skills can be supported or improved when there is regular opportunity for sit-down conversations, individually or in groups, between parents and staff. On the other hand, staff can be more understanding and appropriately responsive to children when they know the parents and their life situations. Children's often cryptic messages about their home lives may mask requests for help in making sense of them. A trusted staff who knows what the child is referring to can be of much greater help.

In Stream Two programs, no such clear cut separation is present. The very operation, administration, and maintenance of the day care program is dependent upon voluntary direct parental participation in cooperation with paid staff. In these programs, the shared parenting concept is realized in an actual on-going way. The philosophy of such an approach is grounded in the concept that parents and children should both benefit from the day care experience. From the outset, parents in such programs are expected to commit themselves to a regular pattern of participation upon which the service can rely. Sometimes the voluntary participation is in the program itself, directly with the children. Sometimes it takes the form of maintenance and repair activities or special administrative responsibilities.

Parents make the decisions about policy and program, employ professional staff, and, in many cases, monitor how their own and others' children are doing.

Since decision-making is based on first-hand knowledge of a situation -- program, financing, or whatever -- those decisions represent a consensus of opinion and knowledge of a wide spectrum of user-parents. Thus, the sense of parent control of a program of importance to a child is greatly enhanced.

Some Historical Sources for the Two Streams

While day care as a service to both children and parents has existed in Canada since before the turn of the century (for example, the forerunner of what is now the Victoria Day Care Services in Toronto was established by Hester How in 1892), the main impetus for day care development in Canada is associated with the Second World War. Day care became associated in the political mind with freeing women to work in essential industry. This marked the beginning of a move away from a view of day care as a form of charity to poor children or as temporary help to damaged families.

In March 1982, a Dominion-Provincial Agreement made government subsidies available to the provinces to assist in providing day care to children, a move that signalled the beginning of formal government involvement in day care. Costs were to be shared equally between the federal and provincial governments. The aim of the Agreement was that day care would be more than just a custodial service and would include a developmental program for normal children. Ontario, however, was the only province to take advantage of the offer: the Day Nurseries Branch was set up under the then provincial Department of Public Welfare. But in Canada as in the United States, day care was by and large looked upon as a wartime measure not to be considered for "normal families" in "normal times."

The end of the war spelled the end of federal support for day care, and the Dominion-Provincial Agreement ended on June 30, 1946.

Nevertheless, times had changed. Concerted opposition to the prospect of loss of day care centres kept many open and resulted in new openings and new legislation in Ontario and elsewhere. Expansion and demand occurred throughout the 1950s and early 1960s. A significant change took place in 1966

when the Canada Assistance Plan (CAP) reactivated the federal government's participation in the funding of day care through the provision of cost sharing on an equal basis with the provinces for the cost of day care to families in need. The sharing was initially for staff salaries only, but later changes extended the sharing to all day care costs including capital costs (Stream One context).

At the same time as this historical development, another movement was taking place, itself with origins in the early 1900s. This was the cooperative pre-school movement in the United States and Canada (Stream Two context).

The first cooperative nursery school was founded in 1916 by a group of faculty wives at the University of Chicago. It provided social and parental education for the children while giving the mothers time for Red Cross work. (It is interesting to note the direct role wars have played in day care development). The idea caught on and co-ops, or play groups as they were sometimes called, began to develop in the United States, Canada, and elsewhere. Government-sponsored play groups appeared in New Zealand in the early 1940s and in Great Britain in the 1960s. By the 1960s, over 700 such programs existed in the United States and Canada alone and are now found in Europe, the Middle East, and South America.

In 1960 the American Council of Parent Cooperatives was founded. The name was changed in 1964 to Parent Cooperative Preschools International (PCPI). Conferences began in 1960 and are held annually. In 1969 the Whiteside Taylor Centre opened in Baie D'Urfe, Québec. The first certificated course in teacher training for cooperative schools began there and is now a degree course. PCPI has its headquarters there. In 1980 PCPI membership in Canada was 6,500.

Current Data

The results of these developments are reflected in the following tables, taken from Status of Day Care in Canada (1980), published by the National Day Care Information Centre, Social Service Programs Branch, Health and Welfare Canada.

Table 1. Sponsorship of Centre Spaces 1975 to 1980

Type of Sponsorship	1975		1976		1977		1978		1979		1980	
	Spaces	% of Spaces	Spaces	% of Spaces	Spaces	% of Spaces	Spaces	% of Spaces	Spaces	% of Spaces	Spaces	% of Spaces
Public	6 513	9.98	9 882	12.64	9 834	12.92	10 140	13.61	6 215	7.39	8 495	8.65
Community Board	22 405	34.32	31 087	39.78	30 783	40.44	28 349	38.04	33 119	39.39	42 079	42.83
Parent Co-op	5 677	8.69	3 293	4.21	4 443	5.84	3 638	4.88	3 200	3.81	8 149	8.30
Commerical	30 686	47.01	33 891	43.36	31 057	40.80	32 389	43.47	41 549	49.41	39 515	40.22
Total	65 281	100.00	78 153	99.99	76 117	100.00	74 516	100.00	84 083	100.00	98 238	100.00

Table 2. Sponsorship of Centre Spaces 1979 and 1980

Type of Sponsorship	1979 Spaces	1980 Spaces	Increase	
			No.	%
Public	6 215	8 495	2 280	36.69
Community Board	33 119	42 079	8 960	27.05
Parent Co-op	3 200	8 149	4 949	154.66
Commercial	41 549	39 515	-2 034	-4.90
Total	84 083	98 238		

Table 3. Interprovincial Comparison of Day Care Spaces

Provinces	Public Centre Spaces	Community Board Spaces	Parent Cooperative Spaces	Commercial Centre Spaces	Family Day Care Spaces
British Columbia		1 560	4 678	2 530	4 500
Alberta	921	4 863	67	9 972	581
Saskatchewan		90	2 317	89	999
Manitoba		2 871	255	1 334	481
Ontario	7 574	10 127	587	17 995	4 262
Quebec		18 665	245	4 823	60
New Brunswick		1 300		1 349	
Nova Scotia		2 080		595	
Prince Edward Island		150		450	20
Newfoundland		136		355	
Northwest Territories		100			
Yukon		137		23	
National Totals	8 495	42 079	8 149	39 515	10 903

The relative percentage of spaces under various auspices has not changed substantially over the last few years, although some changes are visible. Commercial centres in 1980 constituted 40 per cent of day care as compared to 49 per cent in 1979, but this is likely accounted for by the increase in the number of day care spaces available in the non-profit sector, brought about by increased public demands on governments.

One caution is indicated with respect to the apparent sharp increase of 154.6 per cent in the number of spaces in parent co-op programs between 1979 and 1980 (Table 2). The opinion stated in the report in relation to these

figures suggests that the increase reflects, essentially, a change in definition. The National Day Care Information Centre originally defined parent cooperatives as centres where parents directed the centre. Two concurrent developments, however, made that definition unsatisfactory: many co-ops began to add community people to their boards to strengthen them, and many community-based agencies began to recruit parents to their boards in order to add the dimension of parent/user perspective. As a result, the lines between the two became less clear. Parent cooperatives are now defined as centres where the majority of board members are parents. British Columbia recognized that many of their centres were in fact parent cooperatives within this new definition and recategorized their statistics. This accounted for a significant transfer of spaces from the classification of non-profit community board to parent cooperative.

Table 3 reveals an interesting pattern with respect to parent cooperatives. The largest concentration is in British Columbia and Saskatchewan, with Ontario a poor third followed by Manitoba and Québec. The absence of parent cooperatives in the rest of the country indicates the unevenness of the pattern of day care development and shows how much more limited the choices are for parents residing in the other six provinces or territories.

Parent and Staff Interaction in Co-ops

In considering the issues involved in the participation of parents and staff in day care, the initial focus will be on the experience of the parent participation field. As defined by PCPI, a cooperative pre-school is as follows:

> A cooperative pre-school is formed by a group of parents who organize to provide their children with a quality pre-school experience. The pre-school is administered and maintained by the parents on a non-profit, non-sectarian basis. Under the guidance of a qualified teacher, the parents also assist in the classroom and participate in all aspects of the childrens' activities. The parent education program carried on throughout the year is an original feature of the cooperative pre-school. The efforts of parents and their direct involvement during the school day make co-ops a unique experience.

The literature on parent cooperatives reflects the position that the first six years of a child's life are his or her most formative and that parents need information and support in guiding their children. (Good day care providers in any setting would, of course, agree with this and indeed affirm that this is their program philosophy as well. This is true. What differs is the system used to provide the program, which in turn, as has already been stated, is largely but not solely determined by the target population served.)

The goal of a shared good beginning for parents and children together is wholly supportable. But let's examine the advantages and disadvantages of parent participation cooperatives.

Co-op: Advantages

The advantages of PPC day care may be stated as the following (not intended to be exhaustive):

1. The strength of the approach lies in the fact that parents select staff, monitor program, arrange fees, determine policy, decide upon change, and are responsible for maintenance and upkeep. It is their day care.

2. Parents are always involved in administration. They know the problems.

3. The board of parents is committed to maintaining the program and solving problems.

4. The learning that parents do is shared so differences in child-rearing ideas can be worked out mutually to a compromise acceptable to and understood by all.

5. A support system is available to the parents and especially to sole-support parents that makes it acceptable to learn more about and gain enriched experience in child and discipline techniques.

6. Physical and emotional support for both parents and children is available in ways that make sharing visible and enhance mutual respect.

7. Negative feelings about parenting responsibilities and the on-going burden of parenting can be shared with people who may feel or have felt the same way, which certifies such feelings as normal and thus reduces hostility to children and the attendant guilt.

8. Values development is shared so parents participate in identifying unacceptable behaviour and attitudes and in agreeing upon the strategies of behaviour management that the children should receive.

9. Conflict resolution (child against child, child against adult, adult against adult) is managed openly and on-the-spot, assisting both children and parents to reach a more mature level of conflict resolution.

10. Children and parents share in fun, discovery, comforting, loving, and day-to-day managing, thereby forging a bond between the generations.

11. Parents and staff view each other as partners, reducing the problem of the "knowing" professional versus the "unknowing" parent sometimes encountered in other settings.

12. Parenting is given recognition and prestige.

13. Parents can identify something they may not like or agree with in the program and have ready access for dealing with that issue at the time or through the board.

14. The presence of men in the program is ensured.

15. Various parental skills are brought to bear on a voluntary basis on behalf of the program.

16. The value of a good pre-school educational program can help parents become informed participants in their children's regular school education experience.

17. Parents can employ paid staff who are compatible with their own viewpoints and program aims, within the context of legislated or professional standards and guidelines.

Other specific advantages can no doubt be added to this list. But one thing is clear: the involvement of parents directly in the provision of day care for their children has a great deal to recommend it and is to be encouraged wherever such arrangements are feasible.

Co-op: Disadvantages

But lest euphoria take over and assumptions be made that parent participation programs are perfect, let us look at the other side of the coin.

1. The very fact of so much parental control can be a weakness if the parents are not well informed or are resistive to legislated standards, basic health and safety regulations, and the need for program structure.

2. Parents-staff supervisor relationships can become strained and difficult because of the inherent contradiction or ambiguity in the relationship: the parents have hired the staff (making them employers) to share in the operation of the program (as partners) while expecting the staff to guide them in program content and execution (in a professional-volunteer relationship). Considerable wisdom and tact may be needed to achieve these role changes.

3. Parent-composed boards may vary considerably in strength and effectiveness. Parental commitment is tied almost always to the length of their need for the service for their children. When children outgrow the program or leave for any reason, parental commitment is usually then lost to the board and the program and may not be replaced by equal commitment or competence. (While other community boards also face this situation, parent co-ops are especially vulnerable to the problem.)

4. The so-called "difficult parent" can become particularly disruptive in a parent participation centre. Behaviour such as failure to show up for scheduled program time, chronic lateness, last-minute notification of inability to come, failure to carry out a committee responsibility, or inability to share a child with staff and other parents can throw a co-op program into real difficulty. Adult-child ratios can be adversely affected by repeated failure to show up for a scheduled time-slot, and program plans may have to be abruptly altered by the chronic lateness in arrival of a parent whose presence has been counted on.

5. Maintaining motivation in all parents is often difficult. As with other aspects of life, a program may find itself with a core of dedicated and committed parents who are doing the work and carrying the responsibility

(with staff, of course) for those other parents who appear to be slacking off, in spite of initial expressed enthusiasm for the idea of parental participation. In times of real financial stress, for example, this can create a serious strain in relationships among parents and on the staff supervisor who is trying to build and maintain a quality program.

6. Such administrative problems may take up an inordinate amount of time in board meetings, deflecting energy and interest away from other agenda items, and thus can lead to a member-morale problem.

7. Organization of the structure of the day-to-day program can be difficult for the staff supervisor to put in place or maintain if parent participants do not see the need or value of such organization.

8. The same can be true for program variations and experimentation that some parents propose, if the staff supervisor appears to resist such change for reasons unclear to parents.

9. Sometimes parents are slow to pay fees, although agreed upon, because they view their volunteer participation as somehow equivalent. In spite of the initial clarification of this matter, such difficulty in collecting fees may persist, and if chronic and unresolved, this can lead to predictable income problems.

10. Dealing with difficult or uncooperative parents is not easy at the best of times, but it will be even less so if the program does not have the clear cut line of authority and decision-making power of non-parent participation programs. A co-op that is too democratic may have difficulty making and acting upon difficult decisions, thus prolonging the disruption and associated frustration.

11. On the other hand, if the parents leave increasingly more administrative details and decisions to the staff supervisor, both the spirit and the intent of the parent participation movement can be eroded or even lost.

12. The time demand outside of the program itself (for meetings, etc.) can be very heavy, especially for those parents who carry committee and/or board responsibilities along with their regularly scheduled program participation. This may result in parents pulling out rather than participating.

13. Parents with differing views on discipline may give the children contradictory or at best mixed messages about what is or is not acceptable behaviour. Unless clarified, such a situation can undermine the program and not serve the children well.

In 1977 Michael Krashinsky, an Ontario economist, published a trenchant examination of day care in Ontario. His observations and discussion of day care from an economist's point of view are frequently, at first glance, startling and unnerving. But, in many respects, he represents the general public's approach to day care, questioning and challenging, not ready to go along with the points of view of the professionals in the field without more information. In his book, Day Care and Public Policy in Ontario, Krashinsky comments as follows about cooperative day care:

> It is also possible to provide day care through cooperatives, which have grown rapidly in Canada in the last few years. It is important to point out that cooperatives in Canada include all non-profit centres with a plurality on the board of directors of parents with children in the centre. The pure form of cooperative, the 'producer cooperative' in which parents themselves provide all the supervision of the children, is comparatively rare outside of college campuses. This is because few parents have the flexibility in their work schedules that will enable coverage of all hours in the day. And the problems of running a large group with no clear lines of authority can be overwhelming.
>
> The more common 'consumer cooperative' involves care by hired professionals in centres run by the parents. The goal of parental involvement is a worthy one, and can avoid some of the unresponsiveness of an existing non-profit centre run only by professionals. But many parents may have neither the time, the experience, nor the inclination to run their own centres. It is not clear that those parents who do come forward will be willing to take on the responsibility for those who do not. Nor is it clear that the non-participants always will feel themselves particularly well served by the activist parents who do choose to run the centres. A smooth working cooperative will depend upon a certain amount of agreement among parents as to the goals and approaches of the centre, an agreement not always easily achieved. This difficulty in assembling a cooperative might imply that while cooperatives are a valuable part of the day care sector, other types of firms his word will be required.

The Young Teacher and Parents

One area in parent-staff interaction perhaps merits separate consideration. This relates to the age of the staff teachers in day care programs. When they complete their training and begin working in day care programs of any auspice or forms, most day care staff are still in their early twenties. It is important to note their own maturation process to understand how they have worked through their adolescence and its usual reorganization of relationships with parents. If young staff are rebellious or resentful about their own parents, it may be that they will carry over these attitudes to the parents of the children with whom they may be working. Since many families who use day care need sharing of their responsibilities in parenting because they are at that moment too much, it may be all too easy for staff to be critical or even hostile with parents of whom they disapprove. Such attitudes are communicated in many, mostly non-verbal ways, and parents receive the message. If genuine sharing is to take place in day care programming, then it becomes essential to deal with this aspect of parent-staff interaction. This area is so critical as to suggest that particular attention be paid to working with parents (in the fullest meaning of that phrase) at the training level before young workers move into the day care programs.

Cooperative day care programs facilitate parent-staff interaction on a more extensive basis than non-parent participation programs are able to do. This should in itself help staff understanding.

Parent and Staff Interaction in Other Forms of Day Care

While the emphasis so far has been upon the interaction between parents and staff in parent participation day care, the statistical data contained in the tables presented earlier indicate that the majority of day care spaces available in Canada are in programs that are not geared to full parent-participation. In 1980, for example, 51 per cent of all day care spaces were sponsored by the public sector or community boards. If the number of spaces provided by the commercial enterprises are added to these two, the percentage rises to 92 per cent.

The programs provided by the public sector, community boards, or commercial enterprises differ structurally from the parent co-ops in one obvious way: the programs are operated, administered, and maintained by a staff who are employed, but not by the parents. The day care organization is provided as a service to parents and children. (There may be difference of funding base and motive between the public sector and community-based agencies and the commercial enterprises, but they are all providing a service.

As is the case with parent co-ops, staff-operated day care has both advantages and disadvantages. A few of these are as follows (in no particular order of priority):

Staff-Operated: Advantages

1. Policy and program decisions and responsibilities are carried by a small group of persons with similar training and approach, which makes for consistency in those areas.

2. Working or overwhelmed parents or parents who lack much knowledge in child care and education are free to go to work or training programs or to recover from illness without being required to participate on a regular basis in the program in order to receive care for their children.

3. Parents who have had difficult experiences in the past with authorities (parents, school, police, employers, etc.) will approach the day care service with much apprehension. They often find it difficult at first to cooperate with necessary requirements, mistaking good health and safety standards, for example, for the arbitrary imposition of rules. Good day care staff-operated programs that understand the nature of this problem can undertake provision of care to children while working slowly with such parents to establish trust.

4. The shared-parenting concept in this context allows parents and their children to grow and learn at their own rate. Not all parents want so much togetherness. Other ways of learning skills and building the parent-child relationship are more appealing and effective with them.

5. Day-to-day and/or long-range administrative problems associated with funding, staffing, and programming are handled internally by staff and/or the

board. Many parents are relieved and pleased to delegate those matters to staff. Communication procedures that parents find open and accessible keep them as fully informed as they want to be.

6. Parent-education aspects of the program or sit-down conversations about problems are arranged at times of parents' convenience. For working or overwhelmed parents or poorly motivated and resistive parents, this courtesy facilitates cooperation and fosters trust. Such a climate enhances parental involvement in meetings and leads to more participation.

7. Parents who themselves need parenting find comfort and security in knowing that the day care director and staff will take care of things. The sharing allows them to feel cared for and cared about, as they would in a loving extended family (if that were available to them).

8. Standards of program and program philosophy are more steadily maintained in staff-operated programs as training and experience lend themselves to consistency and agreement.

9. Difficult parents can be dealt with and related to outside of the day-to-day program, thus reducing the problem of program disruption for the children.

10. Difficult or emotionally upset parents can show their anger or distress to a staff supervisor or social worker in private without losing face with other parents. This facilitates a retreat from an angry position or a change of attitude as relationships improve and trust builds.

Staff-Operated: Disadvantages

But as with the parent co-ops, there are limitations in parent-staff interaction here as well.

1. The very fact that the programs are staff-operated means that parents are less informed about policy and administrative matters than in parent co-ops. Parents who do wish this kind of information may not always be welcomed by busy directors or supervisors.

2. Parents who are urgently in need of day care may not take the time to fully explore policies, program, safety features, and facilities before placing their children in a program. Thereafter, monitoring remains difficult for the parent who is absent during the day.

3. Parents who do not want to become involved in parent education programs or who are afraid of them may successfully evade involvement unless the staff are aware of and skilled in dealing with the problem.

4. Parents who are threatened by what they perceive as greater child care competence in the staff may withdraw from the program or subvert it unless the difficulty is perceived and understood and dealt with sympathetically.

5. Staff who disapprove of a parent or who are uninformed about the stress of a parent's life situation may respond with implied or explicit criticism, thus alienating the parent and contributing to a triangle situation in which the child is a victim.

6. Parents who could form a strong advocacy group for extended and/or improved day care services may not be asked to help in this way, with staff and the field of day care both losing an important voice.

7. Communication in sit-down meetings is more difficult to ensure on a regular basis because it requires extra time in many programs. When everyone is tired, it is sometimes easier to let contacts slip. Yet such communication is essential if parents and day care are indeed to share in the care and raising of a young child.

8. Matters of discipline, nutrition, values education, and child-staff interaction are difficult for parents to become aware of and deal with. Small children may complain about the situation and indicate dislike, anger, or resistance; but without open and clear lines of communication, parents may not know how to deal with this and may do nothing for fear of losing their needed day care space.

Parents have concerns and opinions about their relationships with each other and with staff in whatever form of day care they are using. A comment made in a booklet entitled "Our Day Care Centre--Conversations with Parents and Staff of a Cooperative Day Care Centre" will illustrate the point:

> In the long term, the power of the staff is something that ought to be examined because one can't always be sure that the staff's interest is going to be the parents' interest.

This point applies to all forms of day care.

Bringing It Together

Good staff, well trained and with well-supervised experience, have a tremendous amount to offer to parents and children alike. Caring for children who spend a part of their waking day away from home requires skill, knowledge, commitment, patience, humour, imagination, and a genuine capacity to share the task with parents. Good day care cannot be provided by just anyone who "likes children" or who simply wants to make money.

Rules and regulations are necessary and serve a purpose in day care. Well-trained staff understand this and cooperate; knowledgeable parents look for compliance with good standards in the programs they consider. But it is an illusion to suggest that the parents of Canada have choices of forms of day care. As Table 3 indicates, many parents have very limited choice indeed. This being so, it is doubly important that existing programs reflect good parent-staff interaction and cooperation. Anne Weinstock, writing in the December 1981 issue of the Journal of the Canadian Association for Young Children, stated:

> The different types of parent training and involvement depend upon the particular program that the child is in, and upon his and his family's special needs. The major focus should always be on the child, and on how the staff and parents can best work together to meet his needs. Those who are working with parents should also realize that individual parents and families, like their children, have unique needs and problems. In order to be successful in involving parents in the education of their children, teachers must recognize these special needs. For instance, teachers should show consideration for the day-to-day concerns of parents. Parents who are wondering where their next meal is coming from are unlikely to be very interested in learning the principles of behaviour management. Often family needs must be met before parents are able to learn how to apply educational intervention strategies.

Interestingly, Anne Weinstock's article was addressing the issue of parent-teacher interaction in the case of handicapped children. But her position is valid for all aspects of parent-staff relationships in day care. While such relationships are not always easy and happy, they are dynamic. They reflect the extended family itself, where differences in opinion and method in child care and child rearing are often present among relatives and

between generations. Those differences are resolved, in most cases, through love, tolerance, and forbearance. Day care is the community's provision of the extended family, and parent-staff interactions are just as subject to love and tolerance and forbearance. After all, we all share the responsibility for raising our children.

Almost every province in Canada now has one or more Day Care Associations or Parent Participation Pre-School Council. If you are unaware of the ones nearest you and wish to make contact, look in your telephone directory or check with your professional organization. If you still are not sure, write the National Day Care Information Centre, Health and Welfare Canada, Brooke Claxton Building, Ottawa.

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DAY CARE IN CANADA: ISSUES IN STANDARDS OF CARE AND ACCESSIBILITY

by David Millar

Introduction

From the mid-1960s, the term day care has been ever more widely used to define a diverse set of needs and services for young children and their parents. These needs include care for children during times of parental employment, exposure of children to developmentally stimulating experiences, and relief for parents experiencing health, emotional, or familial difficulties. Within these broad categories of need, there is a wide range in the type and frequency of care required or preferred, in the ages of children, and in the extent to which these children possess handicaps.

Juxtaposed with these needs is a potpourri of government policy and legislation, financial arrangements, and services. Organized day care services include:

- full-day centres and family day care programs for children of working parents
- nursery schools, play schools, and junior and senior kindergarten programs usually operating less than full-day, full-week
- head-start programs and services for handicapped children, either distinct from or integrated into other settings
- before-school, lunch-time, and after-hour programs under various auspices.

In addition to these organized programs is what is known as informal day care, the extra-parental care of children by neighbours, friends, relatives, and babysitters on a regular basis. It is estimated that 80 to 90 per cent of children of working parents in North America are cared for in this way.

The term day care variously describes all or only some of these forms of extra-parental care. For the most part, program labels obscure more than they clarify. They reflect different historical developments and

emphases of purpose, specialization of ages, groups,and services, and the various ways that governments have chosen to structure the provision of support of services to children. The needs of children and parents, however, do not come so neatly packaged. To the working parent, the arrangement with the neighbour is day care, but to the professional in early childhood education, it is not. Likewise, provincial legislation differs in its definition of day care for licensing and funding purposes.

Although it is important to examine the issues of accessibility and standards of care within the terms of day care as it is often narrowly conceived or bounded by existing legislation, this approach has serious drawbacks, among them

- the lack of an overall vision or goal to serve as a framework for identifying issues in a more comprehensive fashion;
- an implied view that the goal is merely to extend the current types of licensed services to a broader population;
- the likelihood that children, parents, and providers in the informal system will receive no attention in the forseeable future;
- a tendency to become enmeshed in what are comparatively minor issues, for example, income tests versus needs tests and the provision of tax incentives to employers to stimulate the development of work-place centres.

This paper will address broad quality and access issues as well as the specific aspects of these issues as they arise within the current system of services. For the purposes of this paper, day care will refer to any arrangement made by parents for the care of their children by other adults on a regular basis. This definition is much broader than will be found in any provincial statutes since it includes informal arrangements with related and unrelated adults in their homes or the home of the child. It is assumed that the parental reasons for such care are varied and that the frequency of care can range from full-day, full-week to part-day, part-week. It is not assumed that all such arrangements should be licensed, regulated, or funded by government. The intent here is only to provide a broad scope for the identification of issues. Finally, the paper takes for granted that our society believes children should be provided with a safe, healthy, and stimulating environment and that this should be an important principle in all day care arrangements.

Demand for Day Care

The increased demand for day care over the past two decades is generally seen to be a function of such factors as

- increased participation of women in the work force
- greater incidence of lone-parent households with young children
- changing focus of social assistance policy towards encouraging women with children to seek employment
- more visible parental interest in providing their children with pre-school educational opportunities
- advancements in fields such as health, psychology, and education that indicate that a variety of physical, social, and developmental handicaps of children may be either overcome or their effects minimized through the children's participation in a variety of specialized programs.

While all these factors contribute to the demand for day care, it is evident that specific needs are quite distinct.

The debate over appropriate public policy for day care has centred on two major issues. The first issue concerns the need for day care as a support to enable parents, particularly women, to participate in the work force. While the data on the participation rates of women with children indicate tremendous numbers of children for whom extra-parental arrangements are being made, the major policy questions are

- Does the availability of formal day care programs effect the participation of women in the labour force?
- What forms of care do working parents now use?
- What would they prefer?

The second issue is whether or not formal day care programs enhance the development of children and involve such questions as

- What are the effects of formal programs on children generally or on specific groups of children?
- What factors contribute to formal programs having positive developmental impacts on children?
- What are the effects of informal arrangements upon young children?
- Can informal arrangements be supported or assisted in ways that would enhance their quality?

What Does Research Tell Us?

Research on the extent to which the availability of formal day care services affects the participation of women in the labour force has been very limited. That which has been undertaken has frequently been of a hypothetical nature, in effect asking, "Would you enter the labour force if ..?" Such research has consequently been criticized as not indicating the decisions that women actually make.[1] With the exception of a 1973 Canadian study,[2] the research suggests that the supply of formal day care programs has relatively little effect on whether women choose to enter or remain in the work force.[3] Access to subsidized care, however, regardless of the type of care, has been shown to have a positive effect on the labour force entry of women whose employment earnings are comparatively low.[4]

Research on preferences for particular types of child care has also been criticized for methodological weaknesses and conflicting findings but has yielded evidence suggesting the importance of various cultural and socioeconomic factors in these preferences.[5] The particular type of extra-parental care available does not appear either to inhibit or encourage labour force participation of women with young children; however, the different forms of care have comparative disadvantages and advantages, such as dependability, stability, and cost, that may lead to differing degrees of satisfaction.[6] The research also indicates that informal care is often the preferred form of care, particularly for very young children, and parents and providers would welcome ways to resolve some of the problems associated with this form of care, such as information, materials, toys, etc. Interest in the question of the effects of formal day care programs on the development of young children has given rise to a growing body of research over the past two decades. Much of this research has been conducted in the United States, although there are some noteworthy Canadian studies.[7]

Research on the effects of such forms of child care as supervised family day care and informal care has been limited.[8] Studies that have been undertaken generally have not been comparative in nature (that is,

comparing similar groups of children in different settings), nor have they resulted in consistent findings. Two major American research projects, the National Infant Care Study and the National Day Care Home Study, are near completion, and these may contribute to a better understanding of these other forms of care.

The existing body of research, with its methodological weaknesses and conflicting findings, has thus been found to be an inadequate basis for broad generalizations.[9] A review of the major research on formal day care programs arrived at the conclusion that

> Experience in high-quality, centre-based daycare (1) has neither salutory nor deleterious effects upon the intellectual development of the child, (2) is not disruptive of the child's emotional bond with his mother, (3) increases the degree to which the child interacts, both positively and negatively, with peers and (4) may reduce some of the adverse effects typically associated with high-risk environments.[10]

Because much of the research under review was conducted in (supposedly) high-quality centres, even those somewhat limited conclusions cannot be safely generalized to all formal programs.[11] The National Day Care Home Study conducted in the U.S. similarly found a relationship between certain measures of quality and effects on child development.[12]

Evidence on child development suggests that handicapped children and children from at risk environments are likely to benefit in their development from access to high quality centre program. The evidence does not, however, support the contention that all children receive from participation in such programs developmental benefits that would not otherwise have occurred. What remains a significant unknown is the extent to which other forms of extra-parental care currently achieve similar results or have the capacity, with certain supports, to do so.

While the effects of programs on young children must continue to be a preeminent issue in the formulation of day care policy, the lack of definitive research evidence can cloud the fact that the regular use of various forms of child care is and will likely remain a reality for thousands of

families. In view of this fact, the available research does not suggest negative effects of centre-based care, whereas the limited studies of informal care suggest the existence of a not insignificant proportion of potentially detrimental environments. Finally, there is some evidence to suggest that for particular children, such as those from high-risk environments, quality centre-based care may have positive effects. The issue, therefore, may be one of diversity over universality of purpose in day care.

Standards and Quality of Care

Far too frequently, discussions about quality of care end in concluding that there is a need for more and better licensing standards. More standards mean more costs, more bureaucracy, and less room for innovation, and all to what end? Does the existence of licensing standards and more inspectors have a direct impact on quality of care generally? The answers to these questions are quite likely, No.

First of all, by virtue of their wide application within a province, day care standards will always prescribe minimum levels and conditions below which quality of care is assumed to be questionable. Standards do not ensure quality, and they may not be the most effective way of promoting quality. They are intended to provide a basic level of protection and a right for the society through government to intervene where poor quality of care is suspected. This is not to suggest that licensing standards are unimportant nor that good standards should not be preserved in government statutes, only to caution that their significance in promoting quality of care not be overrated.

An inordinate focus on licensing standards and government regulation and enforcement also implies a diminished role for parents. Apart from the fact that parents as a group will always outnumber licensing inspectors and that they observe their child's program far more frequently, any diminishing of their role in the care of their children and participation in the services their children receive could have extensive and negative repercussions on day care programs.

Both common sense and some limited research suggest that the elements that comprise quality day care elude total objective specification. Quality

care may require a certain amount of space and materials and a diversity of adults and children. While such factors may lend themselves to quantification, it is doubtful that the happiest blend of personalities, skills, and attitudes of the people will ever be as easily defined.

Scope of Standards

The first issue to be settled with respect to standards is the range of settings to which licensing standards should apply. In other words, how far should licensing jurisdiction be extended? To date, most provinces only license day care centres while some have extended their licensing to nursery schools and family day care homes.

No province has yet attempted to license informal day care arrangements. Some states in the U.S. have done so, but many have also repealed these laws in recent years. Nevertheless, the question of appropriate scope, particularly with respect to informal day care, is an interesting one. The issues that could be posed are, Should government direct some attention to quality of informal care arrangements? If so, how should this be done? Are the most effective means licensing, registration, and information dissemination, or other types of support approaches? Should it be assumed, rather, that the question of quality is solely a matter between the parents and the provider? The latter is the implied position of provincial governments at present; but Ontario is now funding a series of informal day care services on a pilot project basis.

Adequacy of Standards

Apart from the research on child development previously noted, there has been very little study of day care standards per se. While the two most recent and notable studies were undertaken in the United States, their findings are useful to the Canadian experience. The National Day Care Centre Study[14] provided evidence for the specification of appropriate child:staff ratio and group size standards for day care centres. The study also indicated that there was some association between caregiver qualifications and positive interaction with children. While the three variables -- group size, ratios, and caregiver qualifications -- should not be viewed in isolation, group size was considered to be the most important staffing standard. Day care standards

do not generally vary significantly from province to province. Furthermore, the National Day Care Centre Study concluded that many states do not have standards for training, qualifications of centre staff, or staffing.

The second report, The Appropriateness of The Federal Interagency Day Care Requirements (FIDCR),[15] concluded that specific standards for day care should be developed in the following areas:

- group size and child:staff ratios
- training for specific care-giving skills
- establishment of clear program objectives
- availability of age-appropriate materials
- physical plant space and safety
- nutrition and health
- parental involvement.

While current provincial standards may differ from the specific FIDCR proposals, most licensing regulations do specify standards in these areas, with the exception of parental involvement.

Supply of Day Care

The most immediate questions that need to be answered in designing a policy or strategy for supply are:

- What are the types of care?
- Whom are they for? and
- What is their purpose?

For example, if the goal is to promote the supply of pre-school educational settings for four- and five-year old children, at least on a part-day basis, then the existing supply of junior and senior kindergarten programs and nursery schools would have to be counted in the current supply.

Designing a strategy for a system of day care for children of working parents hinges on the role informal care should have in that system. If informal care is to play a part, possibly linked to and supported by the formal system, then supply means something dramatically different from merely the ratio of formal spaces to the number of children in need of day

care. If informal care is to be included in the system, should there be some balance or ratio between the formal and informal components, and if so, what should that balance be?

Provincial governments have not significantly financed nor been actively involved in the creation of formal day care programs. Capital and operating start-up funds contained in provincial budgets have remained consistently small over the years. Supply creation initiatives have, for the most part, been sporadic. On the federal side, the Canada Assistance Plan does not directly provide for capital cost-sharing. Implicit in current funding policy is the view that supply will be created by the private sector, whether profit or non-profit, in response to local demand. The provision of tax incentives to businesses to promote the development of work-place day care centres has also been suggested, but this was done in the U.S. with poor results.[16] Such provisions would likely have to be part of a more comprehensive strategy of promotion and support of work-place day care.

Cost will always be a major issue in promoting the supply of day care. It is interesting to note from the Ontario experience that the per space cost of new construction of day care centres is more than seven times higher than that of renovating existing school space. An alternative to increasing supply is to reduce the demand for extra-parental care through the use of income support strategies such as extension of paid maternity/paternity leaves, the splitting of full-time jobs into part-time without loss of benefits, and flexible hours. Such measures would permit working parents to remain at home if they wished without the loss of income. Other than the current 17-week Unemployment Insurance maternity leave provision, there appears to be no serious consideration of such an approach anywhere in North America.

Accessibility to Day Care

The term accessibility is often used to embrace two distinct issues: the physical availability or supply of day care; and access, which is for the most part the ability to use what's available. Accessibility involves matters of cost and the funding methods that enable parents to receive or purchase care for their children.

Governmental assistance and the cost of care are undoubtedly the most controversial issues in day care. While it is easy to become entangled in the specific provisions of the Canada Assistance Plan and the funding regulations of the provinces, the basic issues and options are limited in number and relatively simple to understand. As the old adage goes, the danger is in losing sight of the forest for the trees.

The costs of formal day cary programs are high. Centre-based, full-day care for pre-school children in Canada generally ranges from $2,500 to $3,500 per child per year. Because of the comparatively low wage levels of day care workers, there will continue to be significant upward pressure on such costs. Furthermore, there are no possible cost reduction measures that would receive support, such as alteration of staff:child ratios. Family day care has not proven to be a less expensive alternative, and it too is built upon low wage levels for the providers.

Basic Approaches to Access

The question of basic funding revolves around three issues. The first is whether day care is to be seen as a public good like education and paid for through the tax system or whether as a private good to be purchased by parents from the available market. Current policy is based on the latter view, with government purchasing care for a limited number of parents and providing some tax relief for others.

The second and related issue is whether access is to be assisted by government on a universal or a selective basis. Selectivity is the current approach of the federal and provincial governments. By its very nature a selective approach is more administratively complicated. Hence the debates about income tests versus needs tests, turning points, breakeven points, need, and so on. In addition to being selective with respect to parental income, current funding arrangements are selective with respect to the purposes for social welfare program, not a child development program. Likewise, funding is tied to licensed or regulated spaces, not to people.

Policy choices within these first two issues involve two considerations: the respective roles and responsibilities of government and parents with respect to child care; and cost implications. Another might be, given the

fact that day care is a collection of different needs, should the choices of approach vary according to the type of need? For example, should a limited child development program, such as kindergarten, be universal for four- and five-year olds but day care for the children of working parents be handled differently, or should it be the other way around?

The third issue in basic funding is whether financial assistance should be indirect through the income tax system or direct through the provision of subsidy dollars or service. The first approach is usually referred to as a tax expenditure. Current policy makes use of a combination of these approaches.

Tax Expenditure Approach

Under Section 63 of the Income Tax Act, an employed parent (usually a child's mother because of the restriction placed upon a father being the tax claimant) can deduct from taxable income up to $1,000 in child care expenses per child for a maximum of four children. As a result, some portion of expenses incurred up to the maximum are recovered. In 1978, parents deducted $249,627,000 in child care expenses from their taxable incomes.[17]

While the tax expenditure approach to day care is simpler for the government to administer than the direct, a number of points need to be made. First of all, only those who have the disposable income to pay out the expenses during the year and await partial recovery at some later date can be the beneficiaries of this system. Second, the effects of an exemption method (reduction of taxable income) versus the credit method (reduction of the actual tax payable after taxable income has been determined) are different. As noted in the 1966 Report of the Royal Commission on Taxation,[18] the exemption approach provides greater benefits as income increases, whereas the credit approach at least benefits low-income and high-income families equally. The exemption approach is used in Canada; the credit approach, in the U.S. Finally, the current provision in the Tax Act requires the claimant to state the social insurance number of the care provider and be able to produce receipts. It is generally known that the majority of informal care providers are unwilling to issue receipts or provide their social insurance number. Consequently, only parents using formal services and a minority of parents using informal care can legally make use of this provision.

Direct Expenditure Approach

The direct expenditure approach is the one with which most people in the field are familiar. The two methods used are the provision of financial assistance for the costs of care to licensed centres or family day care programs on behalf of parents deemed eligible for assistance; and direct grants to programs. The bulk of federal, provincial, and municipal expenditures consist in the first method. Where provinces provide direct grants to programs, they usually are not tied to specific children and are intended to reduce charges across the board for fee-paying parents.

The Canada Assistance Plan and the day care funding statutes of the provinces are all organized around the principle that public funds should be directed to those in the greatest social and financial need. Unless the applicant is a social assistance recipient, such need has to be demonstrated. Ontario uses a needs test for this purpose; all other provinces use an income test. In both cases, the purpose is to determine how much of the cost of day care the parent has the ability to pay.

The structure of income tests across the provinces is similar. In each case, the tests are organized around two points of income level:

(1) a level of family income on or below which no payment of fee is required (turning point);

(2) a level of family income on or above which there is no eligibility for subsidy (breakeven point).

In each province these levels are adjusted for family size, and some form of sliding scale is used to determine the fee schedule between the turning and breakeven points. While the critical income levels differ from province to province, so do average incomes and costs of care. Generally speaking there are not wide variations of the turning points and breakeven points in relation to average incomes. A typical turning point for a single parent family is an income of approximately 50 per cent of the average family income of the particular province. The breakeven point for a similar size family is typically 75 to 80 per cent of average family income.

The needs test as it exists in Ontario is different in structure, although the overall results are similar. Rather than specifying income levels, the needs test establishes categories of family expenditure, that is,

needs. The cost of meeting these needs is then subtracted from the net income to arrive at a determination of eligibility. Ceiling amounts as opposed actual expenditures are, however, placed upon most items.

Regardless of the method used, the purpose of these tests is to establish an income level at which an ability to pay some portion of the fee is assumed. As previously noted, eligibility for full subsidy usually terminates at an income level of one-half that of the average family income in the province. Eligibility for even minimal subsidy terminates before the average family income level is reached.

The turning point and breakeven points for day care subsidy permitted under the Title XX program in the U.S. are substantially higher. In this instance, the turning point and breakeven point are 80 and 115 per cent of the average family income of the state.

It is often argued that lower-middle and middle income families are the real losers within the current funding and tax system. On the one hand, they are not eligible for direct subsidy, and on the other, they do not have sufficient disposable income to pay for services and thereby become eligible to benefit from a tax deduction. Instead, they are likely to be major users of the informal day care system, and, without receipts, they can make no tax deduction. While this matter specifically has not been researched, simple arithmetic would suggest that the argument is true.

Conclusion

To say that many issues need to be addressed in setting out a strategy for day care is an understatement. At the same time, the fundamental issues are not that numerous. They begin with the questions, what types of care? for what children? and for what purposes? and from there a vision of the system (types and programs and how they fit together) may be constructed. Then there is the question of quality care and whether different approaches or combinations of approaches are required. The final steps are determining ways to create supply and organizing the various options for providing access.

The one overbearing and universally recognized problem is, however, that day care issues elicit a variety of fundamentally different points of view concerning the respective roles and responsibilities of government and parents in child care. Unlike education, health care, and a number of other human service policy areas, there is no substantial consensus on these roles. In addition to the cost implications of various models for day care policy and programs that can be conceived, the lack of a consensus of values and philosophy will continue to have a major impact upon day care planning.

Notes

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AUSPICES AND DELIVERY SYSTEMS IN DAY CARE

by Sheila Campbell

The issues of user choice and the availability of sufficient space and quality dominate the auspices and delivery-of-services aspects of day care. Day care generally refers to paid care for children outside their own homes. So that the issues relating to auspices may be considered in the widest sense, however, this paper will discuss any care for children during the day while the parents are away.

There are a variety of auspices for providing day care services, including unregulated extra-family private home care, regulated extra-family private home care, proprietary or for-profit group day care, publicly operated group day care, non-profit group day care operated by boards or parent cooperatives, and employer-operated or work-place day care. Each of these auspices has its own goals and objectives, clientele, financial base, governing legislation, monitoring practices, location, facilities, management and staffing concepts, curriculum content and practices, and relationships to other societal institutions. This paper will focus on the reasons for user selection of a particular auspice. Frequently these reasons relate to certain characteristics that will be covered in the discussion on choice. Where they are not covered, the significant characteristics will be dealt with at the end of the section on that auspice.

By far the largest portion of day care service to children of all ages in Canada has traditionally been provided by unregulated private home care. According to estimates by the Women's Bureau of Labour Canada there were approximately 760,000 children under six years of age and well over a million school-aged children under the age of ten in Canada whose mothers were in the work force. A report prepared by Price-Waterhouse Associates for the Government of Alberta in August 1980 states that there were 91,913 children under the age of six in licensed, full-day programs in Canada, including licensed family day care, in March 1980. The remaining 668,000 pre-school children were receiving care of largely unknown quality either in their own homes or those of private caregivers in the community. Studies

carried out on the private unregulated services available to these children suggest that there is no cause for complacency regarding the quality of care they are receiving.

Much useful information on private home care has been obtained by Project Child Care in Metropolitan Toronto and corroborated by smaller studies in other Canadian cities. Private caregivers seldom strive to provide more than minimal custodial care, and their motivation in providing service is largely financial. A majority, rather than choosing to provide day care out of a conviction for its worth and the need to offer high quality care, are in the business because they are unable to find other employment. Almost half of the 281 caregivers in the Toronto study were between 21 and 40 years of age, had one or more pre-school children, and had negative attitudes towards mothers of young children working outside the home. Three-quarters had less than a high school education and presumably had limited opportunity for other employment. While most private caregivers provide service for only one or two children, another group of providers has always existed to take advantage of the drastic shortage of spaces and, in spite of provincial licensing requirements, continues to flourish throughout the country. These entrepreneurs often care for large numbers of children in their homes, offering minimal custodial care that, by most standards, would be considered child neglect if not child abuse. Because they generally care for infants who can safely be kept indoors and by refusing parents access to the areas where the children are kept, the problem can remain hidden from both parents and the community. Even when such providers are reported to licensing authorities, it is rare for sufficient action to be taken to keep them out of business. This is due to the lack of public commitment to enforcement of standards, ignorance regarding children's needs, desperation on the part of parents, and a never-ending supply of new customers to replace any who may leave.

In private home care, the full responsibility for monitoring the quality of care falls to the parent, who is not able to carry out this function effectively. It is difficult even for professional assessors or licensing inspectors to ascertain with certainty the quality of care being given by

a caregiver operating alone. Infants and young children being unable to report or reflect accurately the care they have received during the day, the parent has to depend on information provided by the caregiver and on her or his own observations. The main factors influencing quality of care are the personal characteristics and competence of the caregiver and the resources of the home. Other factors are the number of children in the home, the ratio of children to caregivers, the ages of the children, indoor and outdoor space available, and equipment and play materials. A caregiver with good parenting skills and commitment to the task will provide enrichment in the form of toys, stories, shared activities and games, outdoor play, outings, and opportunities for socialization with other children and adults. A caregiver with no interest or skill in providing such stimulation will try to keep a child quiet, confined to a limited space, and restricted to watching television for many hours.

Even if they are inclined to use community resources such as children's recreational programs or libraries, caregivers are generally unable to do so because of the need to transport several children of different ages. The clientele of private home caregivers is likely to be parents of infants or school-aged children and parents of two or more children because of the critical shortage of licensed spaces for infants and school children, cost, and the convenience of keeping all one's children together in one facility. The instability of these arrangements is an acute problem, especially in urban areas where both parents and caregivers are apt to relocate or experience a change in employment or marital status. It is not uncommon for an infant or child to be placed with several caregivers in different homes over the period of a few months. The emotional damage to the children and the extreme stress experienced by the parents have been well documented and should elicit grave concern.

Regulated extra-family private home care is generally termed family day care and is defined here as including all remunerated, regular, on-going care provided for the child in a private home other than its own and that is licensed or regulated by a public body. Regulations pertaining to such

service generally state a minimum number of hours of care and specify that the caregivers not be related. These criteria reflect the existence of assumptions about the effect of kinship and length of time on the experiences of the child and about the legal relationship between the caregiver and the parent. Members of the extended family have always provided much of the care given to children, either in the children's own homes or in the relatives' homes and frequently without remuneration. Economic reality and changes in societal expectations regarding unpaid support to family members (also seen in respect to aged dependents) are causing some rethinking of family day care regulations in B.C. and Manitoba where licensing has expanded to include care by relatives.

To date, family day care has been seen as a less expensive form of service, and fees charged have been less than those in licensed day care centres. Recent studies of licensed family day care programs have demonstrated, however, that they are not less expensive if quality of care is comparable and consideration is given to adequate remuneration of the caregiver. Many of the negative characteristics that plague the unlicensed private home service area are carried over into the area of licensed programs -- questionable competence and motivation of caregivers, instability of supply, inaccessibility to areas of greatest need, isolation of the caregiver, and lack of stimulation for both caregiver and children. While there are undoubtedly many excellent day home providers, most of the research that has been done in the United States and Canada has shown that home day care rarely lives up to its supposed advantages. Because providers offer service at their own convenience, the care is less reliable than that of day care centres. Continuity of care can be interrupted by many events, and there is no relief available to a caregiver under stress or in poor health as there is in a day care centre.

Much more stimulating interactions occur when two caregivers share responsibility for a group of children. In recognition of this fact, some experiments are currently underway. Manitoba, Saskatchewan, and Ontario are encouraging the development of small group programs serving up to eight children in private homes by removing previous licensing regulations relating to space but requiring two caregivers in the home. In Grande Prairie, Alberta,

a private home is rented only during the day under the auspices of a non-profit society. No changes are required under building regulations to accommodate the size of group. While the costs are similar to those of a day care centre where salaries represent the major cost, there are many exciting possibilities in these innovative programs. Suitable premises could be located in the areas of greatest need, family groups could be accommodated in their own neighbourhoods, the need for different activities for children of different ages could be met more fully, and the risk of neglect or abuse from isolated caregivers would be minimized.

Licensed or regulated private home care differs from unregulated care in that it is generally organized by a government agency or non-profit society that employs professional staff to screen applicants, arrange child placements, make financial arrangements with parents and caregivers, offer support and consultation to both, and monitor the quality of care on an on-going basis. Advantages of licensing and supervision of the private home auspice arise from the administrative support, the professional input of early childhood education specialists and social workers, the development of program resources available to caregivers, and the linking of caregivers to other community services and programs of the sponsoring agency. The better programs, primarily in large urban areas, have developed an extensive support system for caregivers, such as regular meetings to share experience and increase their knowledge of child development, the loan of toys and equipment, and regular visits by field staff. The issues of training for caregivers and recognition of their status as agency employees carrying out an important function demand serious consideration. It is now apparent that private home care has been cheaper only because such child care has been considered to be a domestic service of little economic value and caregivers have been financially exploited.

Group day care of children outside the home provides for only a small proportion of the total number of children requiring care, but it continues to receive the majority of the public's attention. The first day care centres, called day nurseries, were initially of a philanthropic nature, established by charitable or religious organizations and designed to provide for the custodial care of children of the poor while their mothers were away at work. The history of these centres, dating from the founding of the first Creches by Roman

Catholic nuns in Montreal in the 1950s reveals that day care service has never been planned from the users' point of view.[1] The early centres were established in response to the need for women to be free to work, primarily as domestic servants or industrial workers. Families using these centres had no other alternative, except to leave their children alone at home, which in those days was a common practice. The parents did not expect to have any choice regarding the child care practices or curriculum, and the sponsoring agencies were accountable only to their own governing bodies. The preventive aspect of day care as a service to rescue the children of the "deserving" poor continues to dominate the attitudes of most Canadians today.

The non-profit sector of day care auspices has grown and developed since the two world wars when many more mothers entered the work force and required care for their children. The concept of day care as a welfare service has begun to give way to recognition that users should have a voice in policy-making and share in the responsibility for administration. The result is a rapid expansion in the past few years of parent cooperatives, especially in Québec and Saskatchewan. Although there are some differences between parent cooperatives and non-profit centres operated by community boards, they have many characteristics in common. Both are administered by volunteer boards comprised of parents using the centre and interested citizens from the community. But the non-profit society frequently has only token representation of users of the service on its board, while parent cooperatives may lack the professional expertise, personal and business contacts, and continuity that can be provided by board members from the broader community. In 1980 the combined total of spaces provided in Canada by community non-profit societies and parent cooperatives was 50,228, exclusive of family day care, which is sometimes operated by non-profit societies, and school-aged day care, which is almost exclusively operated by non-profit or parent cooperative societies.[2] This figure represents an increase over 1979 and almost certainly reflects the increased pressure on governments for subsidy to low income families, the traditional client of the non-profit society.

Day care programs operated by community boards are generally considered to be superior in quality, partly due to their access to funds beyond those available through government subsidies and parent fees. These funds may be

available for specific purposes from charitable foundations, government grants, the United Way, service clubs, or short-term special employment projects sponsored by government. A major reason for higher quality, however, is the non-profit society's traditional concern for a professional standard of service obtained through the employment of trained staff as care-givers, higher staff:child ratios, an emphasis on program quality, and the input of social work, health, and education into professional board policies. With the infusion of public monies into the non-profit sector, these programs have come under tighter regulation and monitoring by government. They continue, however, to be more flexible, innovative, and responsive to changing needs in the community than either proprietary or public centres. Their extra funding enables some centres to undertake much needed research and to experiment with new ways of delivering service. Examples are the drop-in day care centre for parental relief and emergencies, twenty-four hour care to accommodate parents who work shifts, programs for children with special needs, and service to school-aged children, including special programs during school holiday periods.

Non-profit day care centres have traditionally given priority in admission to children from low income and single parent families. Subsidy systems currently in place have made it almost impossible for two-parent middle income families to use these centres, especially if they have more than one child, because they are ineligible for subsidy and cannot afford the higher fees involved. Consequently, the clientele of non-profit centres is often restricted to low income families and a few high income families who are willing and able to pay the higher fees.

These centres have often been assisted in their development through the provision of space by churches, schools, and other community organizations. Funding for capital costs and equipment has been secured through donations, government grants, and fund-raising activities of the sponsoring societies. Without such assistance, few centres would have been able to operate, but the continual search for financial support has tended to monopolize the time and energies of the sponsors and prevent their expanding service to other areas

of need. Leadership from the non-profit sector has led to the establishment and ongoing development of training programs for staff in community colleges, with the resultant upgrading of program quality in all sectors. The exposure of parents, staff, and board members to improved curriculum content and practices and the involvement of parents and staff in decision-making has resulted in much greater public understanding of the issues and increased demand for high-quality day care services.

After non-profit and parent cooperative day care centres, the largest number of day care centre spaces are provided by proprietary or commercial centres. In 1980 the number of such licensed spaces in Canada was 39,515,[3] a decrease of almost 5 per cent over 1979 and a drop from 49 to 40 per cent of the total number of day care spaces in Canada. The proprietary centre is available chiefly to the middle and upper income family, except in provinces where government subsidies are available to parents using any licensed facility. At present, subsidies to commercial centres are not available in Saskatchewan, Manitoba, Québec, and Nova Scotia.

The existence of proprietary day care in Canada and the United States reflects a value system that encourages self-reliance, competition, and individual choice and a belief in the profit motive as the best means to ensure that consumer needs are met. Most proprietary centres are small businesses operated in one location by an individual or partnership, with the most successful expanding to two or more locations under the same management. The latter centres may operate as a chain to take advantage of shared costs in advertising, staffing, management, transportation, and equipment. Franchise operations have to date not had a major impact on services in Canada. In Public Policy for Day Care of Young Children by Young and Nelson (1973), the authors examine the paradox of the rejection of profit-making day care by a society politically committed to a free market system of private enterprise. According to them, profit is clearly associated in day care services with exploitation rather than with responsible service. This attitude also prevails in the areas of nursing home care for the elderly and medical services. Consumers affect the supply of services or goods in a free market by evaluating the product on the basis of identifiable factors of quality. In the case of

day care, nursing home care, and medical services, consumers are not in a position to evaluate the product because they lack information on which to base a judgment. This information lack requires the consumer to place a tremendous amount of trust in the market supply, a demand that runs counter to the tradition of caveat emptor. Because working parents are rarely in a position to observe in depth and evaluate accurately the care given to their children in any type of facility, the principles of the open market fail to work. Recognition of this failure had led to increasing demand for regulation and monitoring by government.

While many proprietors of day care centres claim to be in business principally because they enjoy caring for children, a primary objective must also be to make a profit, in order to remain in business. Some of the fixed costs of operation, such as capital costs, rent, and utilities, are comparable to those of non-profit centres. Variable costs, which must be kept to a minimum by proprietary centres, include wages and benefits, equipment, program resources, and food. Consequently, proprietary centres have lobbied to resist regulations requiring training staff, increased staff:child ratios, increased space per child, outdoor play space, group size, and maximum centre size. Not surprisingly, staff in proprietary centres are largely untrained and are the most poorly paid in a field of employment notorious for its exploitation of workers; and reports from former staff members consistently note that minimal staff:child ratios are not adhered to.

Another characteristic of proprietary day care is the lack of user participation in policy formation and influence on curriculum content and child care practices. The user can express dissatisfaction only through "exit," that is by removing the child and seeking another arrangement.

A form of day care service that is allied in some ways to proprietary care but operates without profit is employer-operated or work-place day care. Although some large industries in other countries provide day care services for the children of their employees, there is almost none of this type of care in Canada. Where it does exist it tends to serve largely female work forces, such as are employed by hospitals and government. Examples are a centre for 130 children operated by the Winnipeg Health Sciences Centre,

smaller centres at Riverdale Hospital in Toronto and the University of Alberta Hospital in Edmonton, and centres opened recently for employees of the Toronto Board of Education, the City of Toronto, and Parliament Hill in Ottawa. Because these centres are indirectly subsidized by the public institutions that operate them, they are able to meet desirable standards and employ trained staff. Private businesses or industries would not be so successful in Canada because of the absence of such tax incentives and access to public funds as are available in the U.S. In a period of chronic unemployment, there is also no incentive for employers to offer day care services to attract and stabilize their female work force.

While the public at large shows increasing acceptance of government regulation and limited public funding of day care services, there is resistance to the actual operation of services by government agencies. Arguments against extensive public enterprise note the possible tendency toward excessive uniformity with the resultant incapacity of the service to respond differently to varied socioeconomic, cultural, religious, and geographically based consumer groups. The increasing disenchantment of the public with the ability of public schools to serve the individual needs of children has led to support for the extension of day care services through auspices other than public that can be more receptive to consumer input and control.

Government-operated centres provided only 9 per cent of the total number of spaces in Canada in 1980[4] and exist only in Alberta, Ontario, and Newfoundland. The standards in these centres are usually high: the staff is usually well trained, facilities and program equipment are good, and there is input from many community resources, such as public health programs and early childhood education training programs in colleges and universities. A criticism of government-operated services is their lack of user participation in policy formulation and program evaluation, as they generally do not have a management or advisory board with parent input. Staff ratios are generally maintained above the provincially regulated minimums and are supplemented by students throughout much of the year. Because of unionization in the public service, wages and benefits are higher than in most other centres, and staff turnover,

much lower. The clientele of these centres is largely low-income single parent families with some higher-income two-parent families who can afford the higher costs.

Clearly, day care is fast approaching the position, at least in some parts of Canada, of becoming a universal public service similar to the education system. In fact there continue to be recommendations that the two systems merge. Such a recommendation was made by the Canadian Teachers' Federation as recently as 1981. The idea of day care as a social utility inevitably creates an issue of the need for alternatives to provide user choice and the need for quality. There is an obvious need for major social decisions relating to the auspices under which day care services are to be provided. There are important questions concerning the economic system's obligation to consider the needs of the family and the child in terms of working hours, job-sharing, length of the working day, and parenting leave. There are equally important questions in respect to provisions for parenting relief, public support for day care service, monitoring of day care services, and support systems for day care services such as training and research programs. Although the focus appears currently to be on the proprietary versus non-profit aspects of auspices and delivery of service, this focus must not be allowed to obscure the major issues of access and quality. The quest for user choice must not be permitted to dilute quality. Achieving the best balance of access and quality in ways that are in the best interests of the child and the family constitutes one of the most important political, economic, and social tasks of the immediate future.

Notes

1. Schultz. Day Care in Canada: 1850-1962.
2. National Day Care Information Centre, 1980.
3. National Day Care Information Centre, 1980.
4. National Day Care Information Centre, 1980.

POSITION PAPERS

An open invitation for position papers by the National Planning Committee elicited ten papers for inclusion in the pre-conference mailing.

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. "Day Care Delivery System: The City of Edmonton Model" by Janice McBeath/Alberta 117

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STATEMENT

by Pamela Taylor
Day Care Consultant
Early Childhood Department, Grant MacEwan College

We can find day care centres now with enrolments from fifteen to one hundred and twenty children. Day care has become a societal institution. In our day care centre, we want to avoid the rigidity that frequently characterizes an institution's response to the needs of its clients. We wish to address here the need to support and react to the families in our day care centres as individuals. Both in policies formulated and in attitudes fostered, flexibility is of the utmost importance.

As day care providers, we are in partnership with parents who entrust their children to our care. In many cases we may be the only people concerned about the daily happenings of the family. As members of their extended families, we must find ways to work with so many people from such diverse backgrounds.

The day care centre needs to reflect all the people who use it – children, caregivers, and parents. This can be accomplished in a variety of ways. In our centre everyone is encouraged to share their lives outside of the day care centre by bringing in pictures or objects that tell of their personal history. Parents have brought in beautiful displays of the birth and early days of their children's lives. One member of our staff made a personal display in which she had three flutes, and in the afternoon rest period, the children were lulled to sleep by the sounds of her flutes. On small individual bulletin boards, each child and staff person can share personal events, favourite cartoons, personal anecdotes, artwork.

Everyone in the centre is welcome to give meal suggestions to the cook or to share a favourite recipe. Parents are also encouraged to give suggestions for field trips or other activities.

Cultural and religious differences are also respected and accepted. To some of the children we provide subsitutes for food prohibited by their religion. As well, we encourage celebrations that reflect cultures other than the dominant one. With the help of parents we have celebrated Chinese New Year and Diwali-Indian New Year, explored Japan through food, music, clothing, and origami, and baked sweets from India.

In establishing policies for the operation of the day care centre, flexibility with each family is maintained. We have an open door policy that allows parents to visit at any time. Working parents are encouraged to join us for lunch or to take their child out of the centre for a mid-day visit. The parents' need to be with their children takes precedence over day care schedules. When parents enrol their children in our day care centre, the hours of operation are stated. We do not demand that the child be in the centre by a particular hour, rather that the parent phone to let us know how many children will be present for lunch. This enables parents to spend additional time with their children when the opportunity arises.

Closing time can often be a source of irritation to tired staff anxious to end their work day. We do not levy penalties against late parents, but we do request a phone call to notify us of any emergency. While staff are encouraged to recognize the parent's needs, they are also encouraged to communicate their personal needs to the parents.

Staff members each take responsibility for maintaining a file on the progress of five children. The families then choose a time to meet with the staff member and discuss their child's growth. These meetings are a time for the mutual sharing of concerns rather for reporting misbehaviour or inadequacy. Each new child in the day care centre is visited in his or her home by the day care coordinator and a staff member. All information about families is shared between the day care coordinator and each staff member. As well, the day care coordinator and the consultant meet with the staff on a weekly basis to provide support and suggestions on ways to promote staff and parent relationships. These activities have promoted team work among the staff and increased the staff's ability to respond to the needs of the families. Furthermore, they have enhanced the staff's confidence in their own abilities.

The individualized approach to families has been an on-going part of our day care centre for nearly three years now. It has required effort from the staff and a belief in creating a day care centre that serves the total family. The attitude we are encouraging is best reflected in a quote overheard from a parent in conversation: "Well in my day care centre. . . ."

We all belong here.

STATEMENT

by The Canadian Association of Toy Libraries

> Books, toys and games are not merely vehicles to keep children from becoming bored and then driving the day care giver crazy, rather they are vehicles with which the child learns to develop speech and perception, muscles and dexterity.
>
> Young Children

The toy library may be one solution to the problem of encouraging home day care givers to use the range of services available to them, particularly those who care for children of friends, relatives, or neighbours in less than ideal conditions or with less than adequate understanding of the needs of young children as perceived by contemporary Canadian society.

Home day care givers may be reached by offering toys, an international language, on a friendly, undemanding level as a first step to meeting other identified needs of both child and the caregiver.

The toy library provides

(a) access to a collection of carefully selected toys and the opportunity to supply children in the home with a wide and varying choice of sturdy, safe, and creative play materials

(b) information on wise choices and uses of toys

(c) reassurance to the caregiver that she or he is doing the most to provide quality play experience

(d) A place to go with or without the children where he or she can meet other parents, caregivers, and resource people, and reduce the isolation some suffer.

The toy library can become the basis of a supportive group whose activities may include outings, babysitting relief, creative games and toy-making, nutrition and safety guidelines, and community information.

The educational objectives of the library are

(a) to enhance the caregivers' knowledge and understanding of childhood development by providing them with information, materials, and role models in play

(b) to help the caregiver prepare children for school experience through language and social skills

(c) to encourage caregivers to help each other work out solutions to problems.

The Canadian Association of Toy Libraries acts as coordinator and adviser and operates a Resource Centre in Toronto. It is a voluntary, non-profit organization with charitable status and is supported by membership subscriptions.

Publications include

"How to start a Toy Library in your Community"

"The Many Uses of Toy Lending"

"A Toy Lending Proposal - a Parent/Child facility"

"Toys help - a Guide to Choosing Toys for Handicapped Children"

These publications and other information about toy libraries may be obtained from

The Canadian Association of Toy Libraries
50 Quebec Avenue, Suite 1207
Toronto, Ontario M6P 4B4

or

The Toy Libraries Resource Centre
Montrose School, 301 Montrose Avenue
Toronto, Ontario M6G 3G9 (416)536-3394
Director: Joanna von Levetzow

ASSESSMENT OF FAMILY DAY CARE IN BRITISH COLUMBIA

by The Western Canada Family Day Care Association of B.C.

Licensing and supervision of family day care homes in B.C. began over twenty-five years ago and yet it was not until 1974 that family day care providers formed the first Family Day Care Association. This association was formed to give support to members and help them improve their skills and knowledge of child care in their homes. It has shown its strength and enthusiasm by attending workshops and by having guest speakers relevant to the profession at meetings. There are now a total of 12 such associations operating throughout the province as non-profit societies.

In May 1981 the Western Canada Family Day Care Association of B.C. was founded to unite these organizations in their common goal. It became clear that family day care was a grey area in the field of day care: regulations, standards, and available resources were found to vary greatly between municipalities.

Since its inception, the Association has organized two conferences for family day care providers, which were attended by members and other interested persons. As well, courses for both new and established day care providers were sponsored in cooperation with local colleges.

Regretfully, participation in these activities has to date involved only 20 per cent of all family day care homes (licensed and approved). What is the reason for this lack of participation? There are, in fact, several:

(a) Government closes its eyes to illegal operations. No fines or closures are imposed on such establishments because there is insufficient staff to enforce regulations or police illegal operations. Furthermore, there are not enough legal and good day care facilities to fill the need!

(b) Due to insufficient funding, the Community Care Facilities Licensing Board works with minimal staff and is not able to handle the workload; it is also unable to provide sufficient follow-up services.

(c) Public health nurses do not inspect these homes on a regular basis. By their corporate absence at the two conferences that were held, the Health Department would seem to have little interest in family day care. They have made no official attempt to bring forward any concerns or recommendations regarding child care in homes.

(d) The average family day care provider lacks the desire to better him/herself. The fact that the demand for day care is greater than the number of places available allows facilities to operate without necessarily providing the best day care.

(e) We still hear the term "babysitting" used in reference to family day care because of the number of unprofessional care-givers who never question their skills and who consider themselves and their service of little importance. We believe that 80 per cent of the licensed and approved homes and all of the illegal operations fall into this category.

(f) The Day Care Week organized in May 1982 by the B.C. Day Care Action Coalition showed clearly that things will not change unless action is taken on a political level. Speaking on behalf of the dedicated family day care providers, we enjoy our daily occupation and do not wish to exchange child care for involvement in politics.

Child care, however, must become a priority political issue. While we recognize the great personal involvement and dedication of many day care consultants and workers in both the ministries, the decisions at the top level of government show a lack of concern for the young child forced into the day care scene.

We are proud of the existence of the excellent family day care facilities in this province. The many family day care associations and the provincial association are certainly proof of this excellence. Nevertheless, we must realize that we are usually preaching to the converted and that a far greater number of facilities operate with little concern for and stimulation to the children in their care. According to a survey done by Laura Johnson on home care in Ontario, we are ahead of some provinces. But it is not enough to be good merely by comparison with mediocre situations that exist elsewhere. We must constantly

remind ourselves of the many children in poor day care situations and the effect this has on their lives. Our proposals are

(a) to find an effective way to reach all caregivers

(b) to help them understand the impact they have on children in their care when dealing with conflicts and the effects of the absence of stimulation

to foster a new approach to licensing with more emphasis on training for the future licensee where, for example, a person could have the benefit of guidance and practical advice from a qualified person during the probation period. A similar method is presently in place in the areas of Abbotsford- Matsqui and Nelson B.C. Such a licensing process would help the care-giver in a concrete way, awaken a real interest in child care, and raise self-esteem.

(d) to review funding; at present, needy single parents (mostly women) often place their children in the poorest quality day care because:

(i) they are unable to afford to pay 80 per cent (plus) more than the given rate of subsidy to meet the cost of a good day care facility;

(ii) the caregiver is reluctant to accept subsidy coupons because the processing of such a coupon can take up to six weeks and not all workers are willing or can afford to wait this long for payment.

DAY CARE DELIVERY SYSTEM: THE CITY OF EDMONTON COMMUNITY MODEL

by Janice McBeath

One of the central concerns of society is the proper care of children. This concern is manifested in the various structures established by society to safeguard and assist children. Unfortunately, society's concern has not resulted in a consensus for the unification of the roles of government, the family, and the community in the care and protection of children. Consequently, these have all been accorded differing responsibilities for particular aspects of children's lives. The family is the first and most fundamental influence, and it is important to support and strengthen its role. The educational system has a clearly defined responsibility for children's learning, but it does not have a comprehensive responsibility for the development and care of children in relation to specific family needs. Day care programs are responsible for providing a stimulating, caring environment, but they do not replace the family and cannot duplicate the educational system.

The purpose of day care is to assist parents with their child care responsibilities and to provide the necessary supplementary care to promote the well-being of children in the community. For this reason, the preferred approach to the delivery of day care services is a registered, non-profit society with a management board of directors comprised of parents and community volunteers to operate programs. Such an approach makes it possible for working parents to have a significant role in the supplementary care of their children, enables greater program flexibility to meet the varying needs of children and to access resources in the community, and provides opportunities for government, institutional establishments, and community agencies to integrate their contributions to children's well-being without extending or duplicating mandates. It also recognizes that day care cannot be the prerogative of one jurisdiction but is the responsibility of all. Further, as profit is not a motive, such an approach allows for the direction of funding within a context of careful financial management to maintain a good standard of service.

Since 1966, the City of Edmonton in partnership with parents and local volunteers has established more than 30 community non-profit centres to provide quality day care for pre-school and school age children. The federal, provincial, and municipal governments provide funding for a sufficient number of professional child care staff to care for the children. These cost-shared funds

include the necessary financial support for the start-up and on-going expenditures on food, equipment, furnishings, supplies, and program activities. As well, consultation and resource services are provided to assist in the effective operation of each centre, to assure a good standard of services, and to meet the needs of children and their families. Parents pay a minimum of $40 per month and, depending on their income, may pay up to the actual cost of service.

As the centres are managed by parents and community volunteers who comprise the boards of directors, their primary objective is to obtain the best quality care at the most economical cost.

The centres, which range in size from 30 to 65 children, are independently operated by the boards of directors, and management decisions are their responsibility. This enables parents and volunteers to develop budgeting, personnel, and administrative skills with support and guidance from the City.

Many of the centres are located in schools where the children gain an added benefit from the available educational resources. The educational system also benefits from the additional parent and community involvement, and the compatible use of excess space can lead to increased school enrolment in areas of declining population. Health services are provided by the local board of health, and a complete range of social work services is provided by the City's social services department.

While the programs meet comprehensive measurable standards established by the City to ensure quality of service, there is significant opportunity to modify the program to best meet specific family and community needs and priorities. For example, all centres must have professional child care workers, but boards of directors have flexibility to hire staff who have graduated in early childhood or a related field from either universities or community colleges. Consequently, all centres provide a good standard of service to meet municipal requirements, but each provides a unique program dependent upon the children receiving care and the preferences of the day care society. Close cooperation between the boards of directors and the city enables collective action in areas where an individual board could not achieve the most effective results. For example, each board nominates one member as a representative to the Child Care Benefit Society, a non-profit organization that controls a benefit plan for all day care staff. The plan provides medical, dental, hospital, accident, life, and related insurance

coverage for all programs at a favourable group rate that is significantly less than an individual rate for each program. The City assists in the administration and funding of the benefits, but the boards of directors' representatives manage and control the plan on behalf of staff.

The City of Edmonton has experienced considerable success with this community model for delivery of day care service. The City benefits from the volunteer contribution, and the boards of directors benefit from the consultation and support provided to meet their specific needs. A recent formal review of the program by the municipal Auditor General's office confirms that the standards of service provided to children and families rank among the best in Canada and that commendable cost efficiency results from this approach to service delivery.

As a result of provincial policy, regulation, and funding initiatives, the development of day care services in Alberta has been controversial and chaotic. The City of Edmonton has been able to preserve this vital service for children by establishing a model for the provision of day care that integrates the contributions from the various levels of government and various departments, institutions, and community agencies. The future of day care, however, will depend upon society's greater recognition of families as the most important institution, whose influence must transcend the divisiveness of government and direct the community in the care and well-being of children.

"DAY CARE IN THE '80s"

By Margaret G. Huff, B.Ed.
Director, Camrose Children's Centre
4304 - 53 Street, Camrose, Alberta T4V 1Y2

Our society and the family unit on which it is based are faced in these modern times with stresses of great magnitude. The social and economic condition of the Canadian nation has brought about such pressures on the family unit that, in many cases, it is being wrenched apart. The divorce rate is skyrocketing, social and support services are overburdened, and the end is nowhere in sight. Countless parents, who would otherwise be free to choose to stay at home with their children, have joined the labour force, entered re-education programs to increase their employability, or are seeking work. Two-parent families have joined single-parent families in the search for quality child care as the second parent enters the work force. When it can be found, quality child care often consumes one-third to one-half of the second salary. The implication of this for single-parent families is staggering.

Arriving at a definition of quality child care is difficult because there are so many schools of thought on the matter. Most people agree that one component of quality child care is good custodial care, which addresses the physical needs of "normal" children. Many also believe (fortunately!) that quality child care should address the developmental, emotional, cultural, and creative needs of children. Some believe that quality child care should also be available to meet the needs of special children with physical, mental, and emotional disabilities. I personally contend that child care that addresses all the needs of all types of children should be available to any Canadian parent who seeks it at a cost that is not prohibitive.

The lack of supervised, quality child care spaces in Canada is appalling, and the cost of what is available is often beyond the economic reach of the average parent. Hundreds of thousands of children across Canada are daily dumped into totally unsupervised and unregulated child care situations, not by the parents' choice, but out of desperation. Canada needs supervised, quality child care spaces for these children and good government regulations and vigilant monitoring for the agencies that provide those spaces. It is immaterial whether these agencies are private enterprise, non-profit, or co-operatives; so far all of these together have barely scratched the surface of the need.

Quality child care can be provided in a variety of ways: by private enterprise individuals or corporations; cooperatives; or non-profit community service agencies. Day care centres may offer limited hours of care, flexible hours, or twenty-four hour care. Quality care, with flexible hours of service delivery, can be found in private, licensed family day homes or in approved satellite family day home projects operated by a sponsoring agency. In a few instances, employers have opted to share the burden of responsibility by providing work place child care for the children of their employees. This type of care can be a tremendous boon to working parents since it eliminates the problem of unsuitable service delivery hours, provides the security of being close by, and cuts transportation costs. Finding quality care for infants and school age children can be a particular problem. Often, day care centres do not offer services for infants; and family day home projects, which usually offer infant care, are far too rare. School age care is sometimes offered by family day home projects and is sometimes offered, in a group care format, by various agencies. In Alberta, where the provincial government has opted out of all responsibility for school age child care, spaces for six- to twelve-year-olds are virtually non-existent in most communities.

Those providing child care services in the 1980s are faced with an enormous task. Administrators of child care programs must exhibit the versatility of a chameleon and the dedication of a saint. They must attempt to develop programs that truly meet the need of their individual communities without the resources necessary to do so. They must maintain affordable programs of high quality care and excellent developmental programming that meet or exceed the provincial and municipal standards; and they must do this, in many cases, with minimally trained, underpaid staff. In Canada, when 62 per cent of a person's income is spent on food and shelter, a person is considered to be at the poverty level. Child care workers, in many projects with which I am familiar, are functioning at or below this level. Dedication tends to wear thin under such conditions. With guidance and in-service training provided by the administrator, staff persons are largely responsible for the development and implementation of programs that should provide a nurturing and creative environment that meet the specific needs of each child in their care. This ideal is, sadly, too often not achieved.

The excellent Provincial Child Care Subsidy Program in Alberta has alleviated the financial problem for those who are able to find a space for their child with a recognized agency, but the number of these spaces is far too limited. Those

who cannot find space and the upper middle class parent who does not qualify for subsidized child care but cannot afford a qualified in-home caregiver are not so lucky. These parents and their children are left at the mercy of a "blackmarket baby-sitter," an unsupervised, unregulated, unlicensed caregiver. This is sometimes a caring individual who operates her service with skill and responsibility, providing good custodial care and some developmental programming, declaring her income, and issuing receipts to the parent. Too often, however, she is a person who provides barely minimal custodial care to as many as seventeen to twenty children. She serves cheap, starchy lunches, provides television as the only stimulus other than conflict and confusion, and does not claim her income or issue receipts to parents. The children forced into this kind of care by the lack of affordable, supervised, quality child care spaces are being deprived of their rights. All children in this country have a right to a quality education. I feel that they also have a right to quality child care in those vulnerable and vital years from birth to twelve years of age.

PREAMBLE AND PLATFORM STATEMENT

by British Columbia Daycare Action Coalition
Box 3932 V.M.P.O.
Vancouver, B.C. V6B 3Z4

The British Columbia Daycare Action Coalition recognizes that changing economic and social conditions must be reflected by government policies. We resolve to work toward acceptance of the care of children as a community responsibility. We support the right of all parents to quality day care service with no user fee and with the expense borne by all. We reject the concept of day care as a service for the needy and believe it, rather, to be an essential community service.

At the present time, the day care system in this province reflects an attitude of government irresponsibility and neglect. The current funding system makes it virtually impossible for facilities (i.e., group day cares, with any degree of financial security, a fact that has direct implications for both program quality and the ability of the staff and parents to communicate effectively. In 1976, more than 44 per cent of women with children were actively participating in the work force. At the present time, however, there exists one provincially licensed child care space for every 18 children between the ages of 0-9 years. The number of approved spaces is simply not enough to deal with children of mothers who choose to work or are forced to work out of economic necessity. Until there is good quality day care service available to all who want it, no one can speak of women's free choice between home and work. Increasing costs place an unrealistic burden on parents. Given the present funding level of day care, caregivers must struggle to provide developmental as opposed to custodial care. In addition, day care centres employ workers who must meet government standards but who are forced, in effect, to subsidize the running of the service through low wages. This reflects the low status of child care work as a profession in this society.

Quality day care is now a necessity for the families, children, and economy of British Columbia. The virtual disappearance of the extended family and recent profound changes in the nature and structure of the nuclear family only highlight this fact. Day care is a responsible supplement to the care a child receives from parents. It can function, if properly funded and supported, as a community-based support

service for parents. Such a service is a positive, nurturing, and enriching experience for all children.

The British Columbia Daycare Action Coalition challenges the government of British Columbia to deal responsibly with the needs and concerns of parents in this province who require day care service for their children. It is time to be realistic about the need for quality care. We resolve to work toward parental, community, and governmental recognition of this crucial issue, which has direct impact on the quality of life of the children of this province.

Be it resolved that the British Columbia Daycare Coalition will work to ensure that

1. The government of British Columbia acknowledges that every child aged 0 - 12 years in this province has the right to quality day care. This right will be realized by the establishment of a universally accessible, non-compulsory system of services with no user fee and with the expense borne by all.

2. The day care system incorporates a variety of delivery models allowing it to be responsive to the different needs, priorities, and preference of communities and their families. Delivery services must accommodate the needs of part-time and shift-working parents.

3. The primary responsibility for the provision of day care services rests with the provincial government, which must increase funding available to day care facilities to improve quality of service. Facilities should be globally funded to reduce financial strain and accompanying anxiety. This does not exclude the involvement of other levels of government and of business, industry, and labour.

4. The government maintain meaningful community input, which is essential to the effective and responsive functioning of a day care system. Mechanisms must be developed, maintained, and supported to allow for continued and meaningful staff and parental involvement in policy, procedure, and program decisions at all administrative levels.

5. The B.C. Daycare Action Coalition recognizes that the ultimate goal of providing accessible quality day care services for children and families in B.C. is primarily dependent upon strong government commitment and policy. Structural changes in the present delivery of services, while necessary, will not ensure resulting appropriate policy on the part of the government. Be it resolved, therefore, that the Coalition's primary goal will be to work for the implementation of our policy. The B.C. Daycare Action Coalition will work toward the creation of a Department of Children and Youth under the Provincial Secretary.

6. The government establish and enforce standards of quality day care delivery and supply support services and in-service training necessary to meet high standards of program excellence.

LISTENING AND LEARNING
or
WILL THE CHILDREN GET LOST AMIDST THE POLITICS?

by Eva Roche
Grant MacEwan Community College
P.O. Box 1796, Edmonton, Alberta T5J 2P2

I have this fantasy. . . .It is the morning of September 23, 1982, and as the participants to the Second Canadian Conference on Day Care approach the entrance to the Winnipeg Convention Centre, their attention is momentarily distracted. Situated in the middle of the entrance way is a huge black box, rather like a giant-size mail box. Perched on top is a life-size figure of a perky three-year-old with large, beseeching eyes, holding in chubby little hands a colourful neon sign that flickers on and off, the alternating red and white letters silently flashing the words, "IDEOLOGIES CHECKED HERE, PLEASE."

Day care has become a hot political issue, and in the ensuing scuffle, the real needs of children and young families may be overlooked or overshadowed.

Some people are anxious about the effect on day care of a Conservative government replacing an NDP government; others worry about an NDP government replacing a Conservative government. Unions look eagerly at the prospects presented by all these unorganized day care workers. Teachers' organizations, concerned about decreasing enrolments, look thoughtfully toward the day care field and encourage education as a component. Private operators lobby against the cost of trained staff. School boards, faced with unused space, look to day care and after-school care. Everyone maintains the importance of parental involvement, but many times parents cannot be heard above the din of other vested interests. Politicians, when they devote any time to social issues, tend to think of the growing number of senior citizens with their traditional high rate of turn-out on voting day and direct their energies accordingly. Various organizations consider themselves to be the only appropriate spokespersons for day care. And a large number of middle-aged, middle-income men and some women believe staunchly that woman's only place is in the home.

Day care is a comparatively new service, the nature and ramifications of which we are only beginning to understand. The words of Felice Schwartz, director of the Catalyst Centre in New York, are appropriate to the current Canadian scene:

> We are experiencing a revolution in the home, in the family and in the workplace....We have not had time to adjust, to define our needs, to modify our behaviour, to design appropriate changes in our institutions....

In the day care field, administrative structures, government responsibilities, and professional turf have not been clearly defined. This lack of definition may be due not only to the newness of the service but also to its complexity. Day care is a service to children from infants through to about age 12. While the children may be in groups learning, a good day care may emulate a good home environment more than the traditional school. Close contact with, respect for, and support to young families is an integral part of day care. While the community has recognized a public responsibility to children in simpler times through informal, neighbourly concern and through legislation in regard to neglect and abuse, changing times have created new issues concerning the degree of societal responsibility towards young families.

Understandably, all this can at times result in confusion, misunderstanding, or frustration.

It is vital at this point in the development of day care that we remain flexible and open to new ideas. There is a richness in diversity, whether we are considering types of training, styles of service, or delivery systems. Young children will be best served by the Second Canadian Conference on Day Care if participants come prepared to listen and learn from each other, to reassess strongly held views, and to explore a variety of options.

The large, beseeching eyes of the vulnerable child in my dream haunt me. . . .Ideologies checked here, please. . . .

TOWARDS A NATIONAL DAY CARE POLICY

by The National Day Care Task Force
Mont Ste Marie, Québec
April 19, 1980

Objectives

Parents have the primary responsibility for care of their children, but Canada, as a responsible society, must recognize that not all needs can be met within the family. In a society where changing social and economic conditions place special stress on families and their resources, the role of the community in supplementing the family's strengths becomes critical. And for children who have special needs, complementary resources drawn from the community are essential.

Day care is one important community resource and support that helps children and their families meet their ordinary and special needs.

The principal objective of day care is to complement the home by providing support and resources so as to foster the physical, intellectual, emotional, social, cultural, and spiritual development of the child. The second objective is to provide families with a resource for their children that is secure, healthy, stimulating, and caring. The third is to provide a means to respond to the special needs and circumstances of children and families.

Policy

The status of children as Canadian citizens and as a major national resource must be considered in the pending debates on constitutional reform and social policy development. We believe that day care needs to be addressed in this context at the national level with our goal defined as a stated national policy of universal access to quality day care services supported by public funds.

New initiatives must come at the national level for federal legislation to allot funds specifically for day care services to provinces whose day care legislation meets general specifications for standards. The federal legislation would define categories of standards to be included in order to qualify for funding, as well as requiring the commitment of the provinces to provide a share of the funding to services.

The provinces would frame legislation, consistent with present protective acts, that would demand quality services that are accessible, comprehensive, and publicly accountable. Standards would be specific, including competency-based staff qualifications, program, physical environment, group size, and staff:child ratios. The provinces would provide their share of funding, ensuring adequate resources to assist communities to develop services, and would monitor and enforce the regulations governing standards and licensing. Public funding would be provided for the budgets of public and non-profit programs.

Day care is seen as part of a network of services and resources that complement and strengthen families. Linkages with the network of services should ensure that the total needs of families are met within the community. Day care should be community-based with parents directly involved in program and service development and with decisions made by the community regarding the variety and quantity of services needed. These services should encompass the spectrum of needs--be available for children from birth to age 12 and provide full-day and part-day care, private home day care, programs for handicapped children, integrated programs, emergency services, and parent resource centres. Recognition of the skilled and responsible contribution of staff to the provision of quality day care services should be reflected in their remuneration.

All aspects of service development and delivery should involve parents in cooperation with professionals and volunteers in the day care field. With this involvement of a broad sector of the community, there can be a positive movement towards the goal of universal access to quality care.

DAY CARE ISSUES

by Ottawa-Carleton Day Care Association
An Association representing 24 day care centres and family day care programs that receive financial assistance from the Regional Municipality of Ottawa-Carleton.

Funding

The most important and fundamental issue is funding. The present system of subsidies and funding through Canada Assistance effectively excludes large numbers of children from day care, particularly those from lower-middle income families, and inhibits the increase in the provision of day care spaces.

These funding issues must be addressed:

- the income level at which subsidies are available
- revision of federal income tax through child care tax credit or better income tax allowance
- capital funding for non-profit centres
- development of income from other sources, e.g., from employers through tax incentive, from sales tax exemptions, etc.
- direct grants to children in programs.

Expansion of Spaces

Another prime concern is that expansion and quality of service go hand in hand. Any expansion must recognize the value of trained staff and the need for adequate staff training in the colleges. Corporate for-profit day care does not meet these criteria, and this association opposes its entry into the province and the region.

Infants

The present provision of very limited centre care and some family day care is not meeting the need for infant care. This is one of the most pressing problems. We need an expansion in group and family day care. The present moratorium on the expansion of infant group day care is totally unrealistic and should be reviewed.

School-Age Programs

The Association recommends that government raise the age of subsidy to 12 years. In addition, boards of education and recreation departments must become actively involved in the provision of school-age care for before and after school, professional development days, and holidays.

These programs, as well as being enriching, must be accountable to parents and provide adequate supervision.

Salaries

Day care salaries continue to be a concern. Although the trend is towards paying acceptable staff salaries in regional centres as well as in many private purchase-of-service centres, there are still a large number of day care centres where salaries are very low.

Subsidy System

There should be more open information for centres and parents in the administration of Form 7. Parents should always receive copies of their completed Form 7.

For more information contact

Ottawa-Carleton Day Care Association
P.O. Box 550, Station A,
Ottawa, Ontario K1N 9H1
(Rosemary Somers, President)

EMPLOYER/EMPLOYEE COOPERATION: TOWARDS THE ESTABLISHMENT OF A WORK-PLACE GROUP DAY CARE CENTRE

by The Provincial Employees Care for Kids Co-Op Inc.
Manitoba

In current discussions regarding the need for quality day care that is both accessible and affordable, increasing attention is being focused on employer/employee work-place day care centres. These centres offer advantages to all, including benefits to the employer in reduced staff turnover, lower rates of absenteeism, and better public relations. Employees enjoy the opportunity to share time with their children and the peace of mind of knowing that their youngsters are secure and well cared for within walking distance (in most cases) of their working locations.

In the fall of 1981, notices were posted in the Manitoba legislative building and in neighbouring major provincial government buildings requesting that Manitoba government employees who were interested in the establishment of a work-place group day care centre contact one of a self-appointed committee of provincial employees also concerned about the need for day care facilities. The few notices produced an initial response of 42 interested employees representing approximately 50 pre-school children.

A general meeting was held in January 1982 and was well attended by the majority of provincial employees who had indicated their interest in a work-place group day care centre and by representatives of the Manitoba Government Employees Association (MGEA) and the day care office of the Department of Community Services and Corrections. Discussions were held on appropriate procedures and follow-through inclusive of concrete methods to determine actual day care needs.

Once the methodology was selected, the group, which became known as the "Employees Care for Kids Group," prepared a proposal to establish an employer/employee work-place group day care centre for provincial government employees. The intent of the proposal was

(a) to communicate as provincial government employees to their employer, the Government of Manitoba, the identified need for accessible, affordable, quality day care for their pre-school children located at or near their place of work;

(b) To establish, with the cooperation of the government of Manitoba, an employer/employee work-place group day care centre located within a short distance of the legislative building; and

(c) to enable parents to participate more fully in the emotional and developmental growth of their children by providing them with the option of sharing time with their youngsters and having input into the delivery of a day care program that is designed and equipped to foster maximum intellectual, physical, emotional, and social development of children.

A core group of the original membership developed, in cooperation with the Manitoba Government Employees Association (MGEA), the "Day Care for Preschoolers Survey" which was subsequently published in the first issue of the MGEA's Contact magazine in 1982. The survey identified nearly 50 children--infants, toddlers and those over age two--who would attend a work-place day care centre near the legislative building. The survey also indicated an interest in establishing such centres in other Manitoba and City of Winnipeg locations. It should be noted that, given the high labour and capital costs, providing care for infants, especially in centres, is not really feasible without some sort of government subsidy.

Meetings were held with the Ministers of the Departments of Community Services and of Government Services, the Minister responsible for the Civil Service Commission, and their respective officials. At the present time a report is being prepared by the Department of Government Services as to site options inclusive of financial implications for submission to Cabinet. The Child Day Care Office of the Department of Community Services and Corrections has allocated to the proposed Centre 50 spaces (20 for infants, 30 for those over age 2), and approved start-up and maintenance grants once all documentation is received. The government of Manitoba has clearly shown a positive response and a continuing interest in initiating the first Provincial Government Employer/Employee Work-place Day Care Centre in Canada.

Attached is the latest communication to the general membership, which numbers approximately 75 or more. Prior to release, this newsletter was reviewed by the Departments of Community Services and Government Services.

from the Care for Kids Express
Vol. 1, No. 1 (Summer 1982)

Interim Board Named

On May 31, 1982 at the Employees Care for Kids Core Group meeting, a seven-member Interim Board was named. The following officers were appointed at the first meeting of the Interim Board on June 8th: Chairperson-Barbara Carroll, Vice-Chairperson-Elizabeth Leitch, Second Vice-Chairperson - Denise Hanning, Treasurer-Lee Ducharme, Secretary-Ron Neumann.

Completing the Interim Board are Michael Murphy, Chairperson of the Fund-raising Committee and Ellen Olfert, Chairperson of the Constitution and By-Laws Committee.

A Space Planning Committee of Interim Board members and Charter Member Tannis Gordon has been formed with resource assistance from Downtown Winnipeg Area Day Care Coordinator, Winona Kling.

Charter Members Jeannette Gelmich, David Etcheverry and all Group participants are assisting Michael Murphy in his exciting schedule of planned Care for Kids fund-raising events. The first is scheduled for September 3rd. Remember, be an active supporter of the Care for Kids Day Care Centre!

Care For Kids Centre Plans Underway

Soon this fall, the site and opening date of the provincial employees Care for Kids Day Care Centre will be announced subject to a planned review by Cabinet of various options including cost factors. The government has been very encouraging in its attitude towards starting the first provincial government employer/employee day care centre in Canada.

As part of the incorporation proceedings needed to become the "Provincial Employees Care for Kids Co-op Inc.," notification was received by the Department of Co-op Development from the Child Day Care Office that 50 child care spaces have been reserved for funding for Care For Kids. Twenty spaces are planned for infants and thirty for children over 2 in the provincial Child Day Care Program. The Department of Co-op Development now has all the required documents and is going ahead with incorporation proceedings.

When the Department of Community Services' Day Care Office receives all appropriate documents and authorization, the Centre will be eligible for a start-up grant of $12,500 and an annual maintenance grant of $40,000 issued in equal monthly installments. This government assistance is much welcomed and appreciated. A complete budget review by the Interim Board and membership will be undertaken as soon as a proposed site is determined.

As soon as the results of the Cabinet review are announced, a general notification and information meeting will be held.

Julie's Story

Julie Suzanne was born November 25, 1981. Today, at eight months, she is a bright, very inquisitive child who smiles at anyone and everyone who speaks to her and responds with "a-bap" (or a 'raspberry')! Julie enjoys having people around her, particularly other children. She observes and examines her surroundings from her position on the floor or from her walker.

Julie is fortunate to have a good babysitter now, but she is looking forward to attending the Care for Kids Day Care Centre where she will have expert care and opportunities to grow and learn in a group environment. Her mother is confident that the staff at the employer/employee day care centre will help Julie in her physical as well as her intellectual development. Mother is anticipating being able to spend time with her daughter on lunch hours as well as having the opportunity to discuss Julie with the staff. Mother is an employee of the Department of Finance and works in the Legislative Building.

Fund Raising Begins!

A fund-raising committee was formed to raise funds for the operation of the day care centre. Among several projects planned, one is already well underway.

Raffle tickets have been distributed to persons who have been actively involved in the day care centre planning. The Interim Board and Core Group members have been working hard selling tickets. At least one M.L.A. is among the group selling tickets.

To help get the centre off to a good start, your support is needed. Call Michael at 944-2806 or Jeannette at 944-3757 for tickets.

The draw will be on September 3, 1982 in Room 4 of the Legislative Building.

Remember, the success of this centre depends on you!

National Day Care Conference

The 2nd Canadian Conference on Day Care will be held in Winnipeg September 23rd to 25th. Speakers include the Honourable Judy Erola, Federal Minister responsible for the Status of Women, and Pat Schultz, who will deliver the keynote speech on Citizen Advocacy in day care.

The Conference's objective is to formulate imaginative yet pragmatic day care strategies for the future.

The employer/employee workplace day care concept is particularly appropriate for discussion at the conference. Michael Murphy has been elected as the Care for Kids delegate with Barbara Carroll as alternate delegate.

Anyone interested in further information on the conference should call the Provincial Day Care Office at 944-2197.

CONFERENCE EVALUATION

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. Questionnaire 138

. Review by Howard Clifford in Rapport 141

QUESTIONNAIRE

(The response to the questionnaire was just over 10 per cent.)

1. What did you like most?

39	Enjoyed the opportunity to meet and share the same problems with people from other provinces working towards a common purpose.
20	Liked the variety and number of workshop sessions.
9	Enjoyed the speakers' presentations.
4	Thought that the opportunity of working with small groups was very helpful.
others	Liked the open discussions, the availability of resource people, and the access to the exchange of information.

2. What did you dislike most?

21	Felt that the conference was heavily biased, included too much political lobbying, that it contained a hidden agenda, that certain aspects were preordained, and that certain groups dominated.
39	Complained about the poor planning process:

- the voting process did not offer anytime for discussions and study of the proposed resolutions;
- workshops should have been better planned for common concerns;
- there was confusion between the planned and actual process;
- not enough time for discussions during plenaries or between sessions;
- presentations did not make clear the objectives and purpose of the conference;
- the conference was too short.

13 Were disappointed in the lack of information and material offered; felt that the information on the content and process of the conference should have been offered well ahead of time so that participants could be better prepared.

30 Complained about the general disorganization of the conference, in particular the registration facilities and the workshops; thought workshops were noisy, crowded, and poorly structured; location and facilities were confusing.

9 Deplored the lack of adequate translation services, and the fact that the hand-out material had not been translated.

7 Would have liked to be able to participate in more workshops and experience more variety in their workshop participation.

6 Missed the opportunity to socialize at nights; would have liked an hospitality area.

7 Felt that minority groups were not represented.

14 Disliked the lunch - too expensive, crowded, no choice for vegetarians, kosher, etc.

5 Felt that infants and toddlers should have had a special category and have their own plenary.

3 Were displeased with the child care service offered -- felt that it was appalling due to untrained staff and lack of standards.

3. (a) Would you attend a third Canadian Conference on Day Care?

Yes 67

No 5

(b) If so, do you have any suggestions?

- Post-conference documents should be translated.
- The federal government should fund the next conference.
- The location should be kept central.
- There should be more time for discussion of resolutions and for voting.

- There should be more presentations and speakers.
- There should be more advance material and hand-outs, better publicity, better access to information from planners, and a clearer statement of objectives and process.
- The workshops should be longer.
- The conference should be better organized, have more variety and colour, and have activity breaks.
- Minority groups should be better represented.
- A longer conference should be held, at least every two years; some suggested a follow-up conference, and perhaps an annual event.
- There should be more social gatherings, a hospitality room for each province, a free evening or afternoon.
- There should be a better representation on model of services from presentors and facilitators and no political lobbying.
- Regional or provincial meetings should be held first.
- There should be specific family day care involvement.

4. How helpful did you find the following?

	Very Helpful	Helpful	Neutral	Unhelpful	Very Unhelpful
Overview papers	15	43	11	2	
Position papers	14	39	14		1
Perception article	5	18	32	1	
Information on Registration	10	25	18	13	6
3 stages of the Conference	14	25	16	7	2
Content workshops	30	21	12	7	1
Decision-making	12	23	10	14	6
List of participants	14	16	29	3	1
Subsidy arrangements	27	11	17	5	11

THE SECOND CANADIAN CONFERENCE ON DAY CARE

A review by Howard Clifford in Rapport:
"A Canadian Intergovernmental Newsletter on Social Security Planning and Research.
Health and Welfare Canada.
Vol. 5, No. 3, December 1982.

The Second Canadian Conference on Day Care was held in Winnipeg, Manitoba, September 23-25, 1982. In the previous issue of RAPPORT, Volume 5 Number 2, August 1982, in an article entitled DAY CARE - THEN AND NOW, I presented my impressions of the environment facing the Conference and promised to write a follow-up article summarizing its main results.

As it turns out the main results are not yet known, since unlike most Conferences, we cannot say that the Second Canadian Conference on Day Care is behind us. It is still very much alive and promises to be with us for some time to come. Without question, it was the most stimulating, most electrically-charged Conference I have ever attended. It was also a most difficult Conference at which to obtain some kind of objective handle on what transpired. Following the Conference, I have been in five different provinces and have had a flood of correspondence and telephone calls from every province. Almost without exception, the lead question from participants has been, "What did you think of the Conference?" or "What do you think happened at the Conference?"

Some admitted to confusion or uncertainty as to what had actually transpired, while others freely presented their versions. After talking to literally hundreds who had participated, I conclude that the interpretation of the Conference depends on where the individual happened to fit into the Conference. The number of workshops, plenary sessions, caucusing, behind-the-scenes activities, and the many mini-dramas, made it impossible for any one participant to be fully cognizant or, for that matter, even objective concerning the Conference.

We are still too close to the Conference to be in a position to present an objective, scholarly analysis. Since the overt happenings, such as the resolutions that were passed, are available for any who want them, I will simply present my impressions as I experienced them.

Conference Planning

In many ways, I felt as if I had participated in two conferences. The first was my experience with the Planning Committee. This Committee was probably the most representative day care group that had come together in Canada. Like the Conference itself, the members had deep philosophical differences, as well as some perceptual differences, that were never completely resolved. However, the 24-member Committee was small enough to be manageable and, since they had the task of planning the Conference, were put in a position of having to sit down as a total group to evolve an acceptable format. There were a number of points upon which the Committee was agreed. The first was that the Conference should basically be non-confrontational in nature.

This is not to say that the Committee did not recognize the strong philosophical differences that existed in the field, or to that those differences were not important ones, or that they ought not be discussed at the Conference. It was simply a recognition that these differences could not be resolved in a three-day conference, and they did not want the Conference to dissipate its energies on issues that divide in such a way that they would be unable to find grounds for broader accommodations leading to some solid united recommendations to governments and the public at large.

The Committee was never completely united on how best to bring about the non-confrontational approach. On the one hand, there was the view that, rather than voting on resolutions, Conference statements should be distributed. This approach would minimize the likelihood of significant groups presenting minority reports or disassociating themselves completely from the Conference resolutions. The other view was that day care is in a state of crisis calling for stronger approaches best represented by resolutions.

Accepting this latter approach, and still wanting to minimize the possibility of undue confrontation, the Committee decided that any resolution coming forth from the workshops would require two-thirds support and would require a further two-thirds support from the plenary session before being brought forward to the General Assembly. It was hoped that this would result in the following:

- differences that existed in the field could be initially thrashed out in the smaller workshops and to a lesser extent in the larger plenary sessions;
- the workshops and plenary sessions would move beyond the differences and seek to find grounds for agreement;
- the requirement for two-thirds support would facilitate the process of bringing divergent groups together so that better understanding, mutual respect, and grounds for possible collaborative action could be established.

However, even this approach was not completely satisfactory to all Committee members, and the issue continued to smoulder right up to the eve of the Conference, when further discussions took place. At issue was the possible challenge concerning procedure from those who felt that even a two-thirds majority would not necessarily reflect the total day care community, but only those who were able to attend. There could also be a challenge from those who were more interested in stronger, more specific resolutions that might be possible, only if a straight majority vote was required. The Committee reached an uneasy compromise by suggesting that, in addition to the two-thirds majority, there should be a polling so that strong views that had substantial support would also be recorded.

The experience of the Planning Committee was very much like a mini-conference. The strong obvious differences reflected the same difference of the larger Conference. Accommodations were reached and a considerable amount of mutual respect and understanding was achieved. This was perhaps best expressed by a Committee member who stated that the process of bringing people together with such a variety of perspectives helped to dismiss some of the stereotypes of good guys and bad guys, and brought a deeper appreciation of the differences that existed and of the need for collaborative efforts.

The Conference

The Conference itself, although sharing many of the characteristics of the Planning Committee, presented several dimensions, making it quite a different experience. The differences in Conference dynamics

resulted in a suspense-filled, creatively-charged Conference that made any of the drama faced by the Planning Committee fade into insignificance.

The excitement and tension began to mount as last-minute registrants swelled the auditorium to standing room only. An indication that this would be a notably different Conference became evident when the pre-arranged procedures were immediately challenged from the floor, and the Conference adopted a straight majority voting on resolutions. To me this was the crossroads of the Conference. Many members of the Planning Committee were disturbed by the change of direction, fearing that the Saturday session would not be a manageable affair, and new ground rules for time limits on debates and procedures would have to be established at the last minute.

It also proved havoc for the translation process. The Committee had placed a limit of six resolutions that could come from each plenary session, and had further anticipated that the various plenary resolutions would be so similar in nature that they could be collapsed into 8 to 12 general resolutions. However, due to the changes requiring less consensus, none of the 36 resolutions could be combined, and the translators were unable to complete the translation of resolutions in time for the Saturday session.

There were a number of complaints from individuals and groups who felt that many people who voted for the change were not made aware of the significance of the change, but simply felt that it was a more readily understood concept than the more complicated polling approach. Whether or not the dynamics of the Conference would have been different if this change had not taken place is difficult to know. Nevertheless, it is certainly the case that, from this point on, the tension and suspense accelerated.

There was another undercurrent that made this Conference different from the experience of the Planning Committee. It really boiled down to convictions about strategies. Pat Schultz, in her Conference address, ably articulated the view that, although communications and information sharing are important, policy and decision makers understand better the language of power. Consequently, she explained that it is important to

align ourselves with other important groups in society to form strong, effective coalitions. Others felt that gathering strong support alignments was important but that, in the long run, the communication process would be more effective in that in the real world of power, day care, with all of its coalitions, would still lose in a power struggle and would, in the process, be alienated from some groups and some decision makers who otherwise may have been sympathetic.

Obviously these two views are not mutually exclusive but become more a matter of emphasis. At any rate, one of the notable differences was that the Planning Committee showed evidence that a group reflecting the pluralism of thought characteristic of the day care community could collectively exchange perceptions and achieve a considerable degree of consensus. Perhaps this was partly due to the difference in size between the Committee and the Conference. It has been suggested that if the Conference had been a six-day Conference, more complete discussion of issues would have occurred, misunderstandings overcome, and there would have been less imputing of negative motives towards those who disagreed or who took different kinds of actions.

Nevertheless, one of the characteristics of the Conference was the caucusing and strategizing by kindred groups into all hours of the night.

The results are hard to gauge. Certainly, the day care community has been stirred like it has never been stirred before. Faces still flush as the subject is introduced. The following comments are typical:

"We may have come as babes in the woods, but we will not return as such."

"I was walking on air the whole time."

"I'm glad there was subsidy available for low-income workers and parents, but sorry that a stronger voice supporting parental involvement in day care was not allowed to emerge."

"I came from finger paints to federal politics."

"If I had known this was going to be a convention, rather than a Conference, we would have brought 3000 delegates."

"I never believed that some of the day care groups would be so well organized and energetic; it's fantastic."
"The myth that day care people are an illiterate, inarticulate group has been smashed forever."

What do I make of the Conference? I feel that, without question, there has been some fracturing of the day care community - especially in Ontario. Also, some of the non-day care people have expressed concern about the disjointedness of some of the resolutions, and the apparent lack of appreciation concerning the realities of federal/provincial relationships.

Nevertheless, having talked with participants who hold very opposing views, I am deeply impressed with their intensity of passion and their deep level of commitment to day care. Some of the responses may have seemed a little extreme, but I certainly found it difficult to fault any of them for a lack of sincerity. I personally have been deeply stimulated by the Conference and found it such a learning experience that I have had to question and, in some instances, entirely rethink some of my own positions.

I see the Conference as having touched the nerve centre of the day care community. If the resolutions are somewhat disjointed without the appearance of supportive arguments, it is because this was but a three-day exercise. The fleshing out is yet to come. The energy and excitement generated by the Conference suggests that day care is a vital moving force that has to be reckoned with, and I am personally proud to be a part of this movement which is so rich in its diversity and so strong in its commitment.

MINORITY REPORTS

The minority reports are reflections on the conference by various groups.

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PROFIT OR NON-PROFIT DAY CARE

by Pamela Easterbrook-Nadeau
Executive Director, New Brunswick Day Care Association
and
Céline Roy
Member, New Brunswick Advisory Council
on the Status of Women

Representatives from the province of New Brunswick experienced extreme difficulty in supporting any of the resolutions at the Canadian Conference on Day Care that explicitly distinguished between profit and non-profit day care. Thus, although we would agree with a resolution calling for more funding for licensed centres, we could not support the resolution as it referred to non-profit day care only.

In the province of New Brunswick, we have 62 licensed day care centres. Of these, 32 are profit making and 30 are incorporated as non-profit. Our non-profit centres are on the average larger than our profit centres (averaging 57 child spaces compared to 36), and we have never found there to be a difference in the quality of care provided under the two different styles of management.

This spring our government finally provided flat rate grants to our day care centres. These grants were automatic for all non-profit facilities and were allocated to the profit-making facilities who showed the need. Most did.

We have always taken the position that day care centres are community resources providing a much needed community service. Furthermore, it has been our observation that day care in New Brunswick is not a money-making proposition. We have examined closely the distinction between profit and non-profit day care and found the essential differences to lie in the style of management and the ownership of assets. We ask ourselves, If an individual or group wishes to enter into this non-lucrative field and provide a community service, how can we presume to impose the style of management they should use?

We find the private enterprise system to be an effective one in the provision of this and other community services in New Brunswick. Our government wishes to discourage large day care centres and is passing legislation to limit the size. Other provinces have also taken this step. This factor alone has been our preoccupation when considering the quality of care; management style and asset ownership have not been found to affect quality of care significantly.

We find the resolutions favouring non-profit day care only to be unfortunate to the day care profession and restrictive for creative individuals who also wish to manage their own business. We urge you to reconsider what is being objected to in the profit-making day care option and take creative steps to resolve these problems, instead of blindly wiping out the whole sector in one stroke.

PARENTAL INVOLVEMENT IN DAY CARE

by Tunya Audain
Coordinator, Education Advisory
2267 Kings Avenue
West Vancouver, B.C. V7V 2C1

Some proposals for making day care more available to parents suggest that the public school system would be a good model to adopt. Many early childhood educators, however, are strongly opposed to this suggestion because they feel the child development model would be more appropriate than an educational model to impose on services. There are, of course, advantages and disadvantages to both sides of the argument. The point I wish to emphasize is the need to include parental involvement in whatever models exist or are being developed. My convictions come from research on the subject and from over 10 years' experience with the public school system.

The main findings of the research are that exclusion of parents from the educational system has had a detrimental effect on children's education and the quality of the schools, and has tended to erode family competencies. There seems to be a direct causal connection between the detrimental effects on education and schools and the exclusion of parents, and a new body of recent research called "effective schools studies" is now showing that one of the features of effective schools is meaningful parental involvement. Research to support the claim that exclusion of parents from the school experience erodes family competencies is more rare, but two separate fields of education do contribute information to support this claim--special education and minority education.

Where good practice does prevail in special education and in minority education, we find that parental involvement is an integral part of the program. The exclusion of parents has been found to be counterproductive to the attainment of educational goals. Excluded parents are seen to become alienated from their children and diminished in their self-confidence, therefore weakening their ability to provide the necessary support, reinforcement, and encouragement for their children.

Perhaps schools have become so child-oriented they forget to include parents. That is actually only one reason why parents are excluded from

anything except the basic absolutes such as meet-the-teacher nights and parent/teacher conferences. Bureaucratic convenience is another reason, and fear of accountability, yet another.

Ten years ago we may remember the release of the much heralded Plowden Report in England, which pushed strongly for government-run nursery schools. These recommendations were adopted in a major way. Lady Plowden, however, has now made a complete about-face. She now says in effect that children are deprived when parents are not involved in early education: "We did not know then what we know now. I would back playgroups and the playgroup philosophy instead, with its emphasis on the importance of parental involvement." Jerome Bruner, a famous child psychologist at Oxford, supports Mrs. Plowden's present views. He says, "One needs to ensure that parents keep confidence in their own skills as child rearers. They must be encouraged to feel that they too can have a large and expert hand in raising their own children" (Times Educational Supplement, Jan. 4, 1982).

To be good consumers of education and child care services, parents must not only get hard facts about the quality of the facility, program, and staff, but should also find out what part they, as parents, play. Lack of parental involvement (by design or default) may do harm to both child and family.

We must therefore ensure that parents are welcome and involved when we go searching for quality day care. If you see a centre that says, "Leave it to us, we are the experts," let that be a warning. The fact that parents are welcomed as problem-solvers and that things are not hidden from them is a quality feature in itself. Openness is generally a sign of the nurturing kind of behaviour you want for your child.

RESPONSE FROM THE CANADIAN ASSOCIATION OF CHILD CARE MANAGEMENT

by Mary Mellen, Chairperson
48 Hillside Avenue
Toronto, Ontario M8V 1S8

The Canadian Association of Child Care Management attended the Second Canadian Conference on Day Care charged with the responsibility of participating in a much needed national learning and sharing experience, a coming together, in our understanding, of the whole Canadian community of child care, with all models and auspices represented, for a broad-based discussion of all issues.

In his review in Rapport, Howard Clifford alluded to the potential for "cult" groups with their ulterior motives to show themselves at the conference. He mentioned their propensity for overstating their views.

Our participants found the conference to be riddled with organized lobby groups, and their oppressive bias rampant among plenary session leaders. The silent majority could not make its voice heard above these noisy factions. Plenary discussions began with pre-designed statements that are now the resolutions you feel worthy of consideration.

Perhaps by now you have been made aware of the conference style and results. We therefore wish to caution you against accepting any resolutions for change drawn in such a way as to be exclusive of the broad spectrum of child care interests in this country, and we recommend that you investigate this bias.

Although there appears to be a current focus on the proprietary versus non-profit aspects of auspices and delivery of service, this focus must not be allowed to obscure the major issues of access and quality.

The National Steering Committee formed at the end of the conference contains only one private centre representative from all of Canada. Private centres care for 50 per cent of children in Canada. In our opinion, a group that cares for 50 per cent of children ought to have 50 per cent membership in any child care organization that intends to be nationally representative. This Steering Committee is vastly imbalanced.

REPORT FROM THE SILENT MAJORITY

by Suzanne Zakoor, Executive Director
Association for Early Childhood Education, Ontario
Suite 503, 212 King Street West, Toronto M5H 1K5
and
Pat Nowach
Association of Independent Day Care Operators

We believe that the present day care system in Canada is inadequate in

(a) the extent of the resources provided;
(b) the quality of some of the centres;
(c) the amount of funding available;
(d) the methods of funding allocations.

We also believe that the fabric of Canadian society is built upon a network of democratic processes, upon diversity of individual needs, and upon the right to make informed choices. Our society must adhere to these principles and processes and resist the cult-like denominational forces that would suggest there is but one route to follow. Further, we believe that these are the views of the majority of delegates and the majority of the day care community who were not physically present at this conference. We believe that this majority will resist profit/non-profit classifications and simplistic panaceas such as unionization for the improvement of professional working conditions. We believe that the day care community is sufficiently mature to preserve its rich diversity and be governed by a primary commitment to our children and to our democratic process, if given a chance. But at this conference, such a chance was denied. The responsibility delegated to the Planning Committee was challenged and overthrown. The delegates were bamboozled, intimidated, and confused by procedural manipulations in the main assembly, and, in the plenary sessions and workshops, by those "cult" members with highly political and trade union ideologies who were well organized and had agendas and goals totally divorced from the improvement of the day care system.

Registered participants came to the conference for the purpose of sharing information and advocating the needs of children in the day care community. They did not come as delegates representing partisan groups. This was a national conference and not a convention in which one was required to declare one's geographical or ideological affiliation. Participants voting eligibility was neither confirmed nor monitored at any of the assemblies, plenary groupings, or workshops.

The "majority" were silent at this national conference. When national committees, boards, task forces, or agencies are mandated, they must be — and be perceived to be — representative of the diversity of the day care community and not the monopoly of a single group.

What must be done?

(a) A national board representative of the diversity within the day care community must be created. It should include

(i) operators-providers, (i.e., approved corporations, private operators, family home day care providers, etc.);

(ii) users-consumers;

(iii) federal, provincial, and municipal administrators;

(iv) early childhood education faculty at colleges and universities;

(v) early childhood educators, or equivalent (teaching staff of day care centres).

(b) A consciousness-raising campaign to better the status and working conditions of staff and employees teaching in day care centres must be held.

(c) Strict licensing standards and regulations must be implemented to ensure quality in all programs offered by approved corporations, privately operated, and family home day care providers, etc.

In conclusion may we suggest that, in the planning of future conferences, the Planning Committee be mandated to provide a fair and just system as is the Canadian way. Provincial and territorial representation should be equal.

Now the Majority has spoken.

RESPONSE FROM THE NATIONAL ACTION COMMITTEE ON THE STATUS OF WOMEN

The National Action Committee on the Status of Women (NAC) is concerned that a clear commitment to non-sexist child and family services has not been articulated in the resolutions passed at the conference. One resolution passed can be interpreted to include this program concern; it reads:

> Resolved that:
>
> Government recognize that it is every special needs' child's right to be cared for in an environment that promotes her or his optimum development and positive self-image as a unique, capable, and valued individual.

In order to see this resolution implemented, NAC believes that individuals, groups, and governments should be actively instituting programs in all child and family services that do not perpetuate stereotypes of female and male behaviour. There is sufficient research to indicate that this is important if girls and boys are to receive equal benefit from programs. And there are many sources of non-sexist programs and materials to make this possible.

We have identified many social problems, particularly those suffered predominantly by women (incest, rape, sexual harassment, battering), that can be addressed by improving school programs and eradicating sexism from curricula. NAC believes that the damage of sexist programs to our children in pre-school settings must be addressed as well.

The National Action Committee calls upon the newly formed National Steering Committee to make this a priority issue in the setting of program standards. Any act, including a National Day Care Act, must address this fundamental concern.

STATEMENT FROM THE DAY CARE SOCIETY OF ALBERTA

by Jacqueline Kallal, President
Day Care Society of Alberta
202, 7210 - 144 Avenue
Edmonton, Alberta T5C 2R7

The Day Care Society of Alberta wishes to present the following recommendations and policies.

1. Parental Involvement

   (a) In view of changing family structures, e.g., lack of extended family support, disruption of intimate communities, it is important that child care be family-oriented and provide a network of services and support to families.

   (b) We favour education programs for parents and the general public that promote understanding of parental needs, the importance of the role of parents, and the value of quality care.

   (c) The following are reasons why parents should be involved in the day care of their children:

      (i) Parents should recognize that they have some expertise and can make choices in their children's upbringing.

      (ii) If parental involvement groups are to be successful, they must provide parents with an opportunity to increase their feelings of competency.

      (iii) Parent groups should bring individual parents together and facilitate their addressing and resolving common problems.

      (iv) Parental attitudes and expectations for success will influence a child's performance and self-esteem.

      (v) Active participation of the child's family is critical to the success of any intervention program.

      (vi) Successful parental involvement programs benefit all children and have the potential for raising the quality of life for everyone. Participation should be voluntary, but encouraged.

2. Rights of Parents

   (a) Parents have the right to educate their children in the way they see fit; this is a natural law.

   (b) When parents are working, they have a right to choose the type of care their children receive.

(c) Parents have the right to advise their children and to foster healthy creative interests.

(d) Parents have a right to a voice in any policy that affects family unity and stability.

(e) Parents have a right to respect from their children.

(f) Parents have a right to privacy and to make mistakes without undue guilt.

(g) Parents have a right to expect spiritual guidance and moral influences from educators that will ensure that the child grows up in love, honesty, and respect for her/himself and neighbour.

3. Funding

(a) Child care tax deductions should be increased to a maximum allowable limit of 80 per cent of the annual cost based on the provincial per diem rate.

(b) The principle that the subsidy follows the child must apply. Parents must be allowed to choose services under a variety of auspices without having their choice affect their eligibility for subsidy.

(c) Any funding or cost sharing from the provincial or federal government should be made available to all day cares regardless of delivery models.

(d) The Government of Canada should provide assistance to every family who uses day care services through operating allowance payments and, in the case of family day homes, administrative fees.

4. Standards

The responsibility for establishing and enforcing day care regulations should remain with the province. A standard act would not benefit all regions of Canada because of the diversity of needs in child care.

5. Representation

We think it imperative that the Canadian Council on Social Development always respect the number of parents we represent by allowing for adequate representation on its committees.

6. Staff Training

All provinces should offer child day care training such as pre-service, in-service, and on-the-job training, and this should be made available to all people working in day care settings.

STATEMENT FROM QUÉBEC

Given the great attendance at the Second Canadian Conference on Day Care of various federal and provincial agencies having the legal mandate to ensure the development and maintenance of day care for Canadian children aged 0 to 12 years;

Given that the present conference resolutions may give rise to some confusion among the jurisdictions due to their formulation;

Given that the conference participants represent a large number of workers (educators) and users (as parents) and that they should be involved in the thrust and decisions resulting from this conference;

Given that the purpose of these propositions is to facilitate access to quality day care for all children aged 0 to 12 years residing in Canada;

Given that the procedure used for the approval of resolutions did not permit nuances, the meaning of the vote through the absence of the right to amendment and to a justified and registered abstention;

We propose:

1. That the different levels of government involved (federal and provincial) receive the resolutions, keeping in mind the spirit underlying them, which is the improvement of the quality of day care, and not invalidate them on the basis that they can be interpreted as forms of interference with the responsibilities already defined by the constitution;

2. That the resolutions made in assembly on September 25, 1982, at the conference be forwarded to the conference's organizing committee, to the federal Minister of Health and Welfare, to the federal Minister responsible for the Status of Women, and to the Minister of State for the Status of Women in Québec;

3. That delegates from each province, as proposed at the general meeting of the conference, be considered in the formation of the national committee responsible for the follow-up of the resolutions that were voted on;

4. That a list of members serving on the committee be forwarded to all the conference participants.

As participants from Québec, we sign our names to this.

Carole Morache
Suzanne Dansereau
Monique Daviault
Danielle Lenoir
France Poisson
Denise Leduc

ENDORSEMENT BY RYERSON POLYTECHNICAL INSTITUTE

The faculty of Early Childhood Education of Ryerson Polytechnical Institute endorses the following resolutions of the conference.

Staff Training

1. Whereas child day care training is a primary factor in quality child care programs, it is

   Resolved that:

   Child day care training be required for all child day care personnel in Canada.

2. In view of the significance of staff training in contributing to quality day care services, it is

   Resolved that:

   (a) Within five years following the passage of the National Day Care Act, all day care personnel shall have completed post-secondary training in early childhood education and development and have specific job-related competencies;

   (b) Upgrading training needs of all day care personnel be met by

      (i) a competency-based assessment of staff in order to give credit for skills already achieved and to define training needs;

      (ii) financial incentives for those being trained and financial compensation for employers.

3. Whereas not all provinces in Canada offer child day care staff training, it is

   Resolved that:

   Pre-service, in-service, and on-the-job training be made available to all persons working in day care settings throughout their careers.

Accreditation

1. Resolved that:

   A national, non-profit, accrediting body be established to implement voluntary accreditation programs for child day care training institutions; and furthermore, that there be established by this body a certification program and registry for day care personnel.

2. Resolved that:

An accreditation system be set up as a measurement guide for all models of high quality day care.

CANADIAN DAY CARE ADVOCACY ASSOCIATION
(1983)

- Chairperson's Report
- Executive
- Membership Body
- Membership Application for CDCAA

ONE YEAR LATER
THE FLEDGING BUT FLOURISHING
CANADIAN DAY CARE ADVOCACY ASSOCIATION

Although the 700 participants at the 2nd National Day Care Conference expressed disagreements about the finer points of day care programming and policy, few would disagree with the statement that there existed in Winnipeg that historical weekend an unshakeable consensus that federal government funding for day care ought to be greatly expanded and improved upon. And soon!

One year later save a few weeks, it is with great satisfaction that I am able to address you as the elected chairwoman of the Canadian Day Care Advocacy Association. Thus, CDCAA is dedicated to co-ordinating a cross-Canada public education campaign on how federal government policy can be changed to make accessible, affordable, high-quality day care a reality for all Canadian children who need it. The key to this campaign is the analysis developed by the Conference participants. This analysis emphasized the need to develop day care as a child development-oriented service for children of typical working Canadians. The concept of day care as a residual welfare service funded by user-fees has clearly given way to day care as an integral community service well deserving of direct and stable government funding.

The CDCAA was formed in March 1983 by the 39-person Interim Follow-up Steering Committee elected as the September Conference adjourned.

The following individuals, each of whom is a parent, from a variety of backgrounds and geographical regions were elected to serve as executive of the Association until the spring of 1984:

Carol Christian, Whitehorse, Yukon - family day care provider
- Executive member, Yukon Child Care Association

Monique Daviault, St. Lambert, P.Q.- Directrice, Agenge de garde en Millieu Famillelal

Renée Edwards, Downsview, Ontario - Executive Director, Victoria Day Care Services, Toronto

Larry Katz, Ottawa, Ontario - presently a day care parent
- Senior Researcher, Canadian Union of Public Employees

Lucille MacKay, Victoria, B.C. - Director, University of Victoria Day Care Services

Cathie McCreary, Clagary, Alberta - presently a day care parent
- lawyer

Judith Martin, Saskatoon, Saskatchewan - presently a day care parent
- sociologist, Saskatoon Region Community College

Ken Pierce, Charlottetown, P.E.I. - Head, Early Childhood Education Program, Holland College

The Association is putting in place a process for the democratic election at the provincial and territorial levels of the membership of a permanent steering committee for the CDCAA. We are also launching a cross-Canada membership drive. In addition, a policy paper, which will outline the kinds of legislative and financial support necessary (from the federal government) for the attainment of day care policy which is in tune with the needs of Canadian children in the 1980s, is being prepared.

It is too mild to say the challenge is enormous — the process at best quite fragile — the struggle painstaking during these times of economic recession.

Nevertheless, despite the countless complexities of nurturing this organization through its embryonic stage, it becomes clearer each day that the attainment of high-quality day care, which was once just an utopian dream, is an idea whose time has come. The response to the Association's move to bring the day care issue into the mainstream of Canadian politics is overwhelming enthusiasm. Requests for memberships have outpaced our expectations. Funds have already been acquired to allow the executive to continue its meetings and to support the members of the permanent steering committee to meet in April, 1984.

It seems clear that Canadians are no longer willing to accept the current notion that individual children and their parents ought to pay the whole economic, social and psychological price of attempting to reconcile the job of earning a living with that of raising children.

Supporters of high quality, affordable, accessible day care can write directly to the Association at: Box 2064, SASKATOON, Saskatchewan S7K 3S7, or contact their representative.

Judith Martin,
Chairperson,
CANADIAN DAY CARE ADVOCACY ASSOCIATION

CANADIAN DAY CARE ADVOCACY ASSOCIATION

Executive

Judith Martin, Chairperson
515 - 9th Street
Saskatoon, Saskatchewan S7N 0A9

(306) 244-1114 (w)
664-4128 (h)

. presently a day care parent
. sociologist, Saskatoon Region Community College

Carol Christian
Box 5001
Whitehorse, Yukon Y1A 4S2

(403) 667-7066 (h)

. family day care provider
. Executive member, Yukon Child Care Association

Monique Daviault
43 Cadzow
St. Lambert, Québec J4P 2H1

(514) 526-9211 (w)
671-1313 (h)

. Directrice, Agenge de garde en Millieu Famillеial

Renée Edwards
Victoria Day Care Services
539 Jarvis Street
Toronto, Ontario M4Y 2H7

(416) 925-3419 (w)
633-0147 (h)

. Executive Director Victoria Day Care Services

Larry Katz
CUPE
21 Florence Street
Ottawa, Ontario K2P 0W6

(613) 237-1590 (w)
235-5994 (h)

. presently a day care parent
. Senior Researcher, CUPE

Lucille MacKay
University of Victoria
Day Care Services
P.O. Box 1700
Victoria, B.C. V8W 2Y2

(604) 721-8500 (w)
383-0677 (h)

. Director, University of Victoria Day Care Services

Cathie McCreary
822 - 68 Avenue S.W.
Calgary, Alberta T2V 0N4

(403) 259-3156 (h)

. presently a day care parent
. lawyer

Ken Pierce
Crossroads, R.R. #1
Charlottetown, P.E.I. C1A 7J6

(902) 892-4191 (w)
569-3710 (h)

. Head, Early Childhood Education Program
Holland College

Membership Body

Newfoundland

Marilee Pittman
Corner Brook Status of Women Council
P.O. Box 373
Corner Brook, Newfoundland A2H 3A5
(709) 639-8522 (w)

. staff person at Women's Centre
. concerned parent

Dorothy Robbins
Provincial Advisory Council on the Status of Women - Newfoundland and Labrador
131 Le Marchant Road
St. John's, Newfoundland A1C 2H3
(709) 753-7270 (w)

. staff person on Advisory Council
. parent

Prince Edward Island

Kathy Rochon
Box 937
Montagne, P.E.I. C0A 1R0

. parent
. member of Early Childhood Development Association of P.E.I.

Nova Scotia

Sharon Irwin, Director
Town Day Care Centre
West Street
Glace Bay, Nova Scotia
(902) 849-6086 (w)
539-3817 (h)

Margie Vigneault, Director
North End Day Care
5476 Clyde Street
Halifax, Nova Scotia B3J 1E1
(902) 455-5494 (w)
429-9181 (h)

Dr. Jane Norman, Director
Child Development Services
Froebel Training Centre
R.R. #1
Colchester County, Nova Scotia B2N 5A9
(902) 893-3342 (w)
895-2529 (h)

New Brunswick

Pamela Easterbrook-Nadeau
Executive Director
New Brunswick Day Care
135 Henry Street
Newcastle, New Brunswick E1V 2N5
(506) 622-8901 (w)
773-9950 (h)

Susan LeBlanc
386 St. George Street
Moncton, New Brunswick E1C 1X2
(506) 388-9660 (w)

. future parent
. member, Advisory Council

Marie Price
358 Canterbury Drive
Fredericton, New Brunswick E3B 4L9
(506) 454-5925 (w)
773-9950 (h)

. private day care operator

Québec

Suzanne Dansereau
183 Logan
St. Lambert, Québec J4P 1H3
(514) 677-8260 (w)
672-1771 (h)

Québec (continued)

Carole Morache
Regroupement des garderies
de la Région - 6C
651-A Victoria
St. Lambert, Québec J4P 2J7

(514) 672-8826 (w)
671-2278 (h)

Ontario

Dr. Isabel Doxey
McLaughlin College
4700 Keele Street
Downsview, Ontario M3J 1P3

(416) 661-9323 (w)
595-5072 (h)

. teacher

John Pepin, Executive Director
Family Day Care Services
380 Sherbourne Street
Toronto, Ontario M4X 1K2

(416) 922-9556 (w)

Pat Schultz
100 Bain Avenue
28 The Aberdeens
Toronto, Ontario M4K 1E8

(416) 463-5152 (w)

. member, Ontario Coalition for
Better Day Care

Lynne Westlake
29 Strathcona Avenue
Ottawa, Ontario K1S 1X3

(613) 233-7174 (h)

. Home Visitor Family Day Care
Andrew Fleck Child Centre
. Ottawa Day Care Advisory Committee
Vice-chairperson

Manitoba

Norma McCormick
Director of Day Nurseries
Health Sciences Centre
700 William Avenue
Winnipeg, Manitoba R3E 0Z3

(204) 338-7971 (w)
787-2646 (h)

Lou Schroeder
Family Day Care Provider
432 Queenston Street
Winnipeg, Manitoba R3N 0X2

(204) 489-5906

Wanda Wishart, Executive Director
Manitoba Child Care Association
130 Nassau Street, Box 2475
Winnipeg, Manitoba

(204) 942-6183 (w)

Saskatchewan

Pat Atkinson
835 Main Street
Saskatoon, Saskatchewan S7H 0K2

(306) 664-7036 (w)
244-5001 (h)

. Saskatchewan Government Employee's
Union representative
. social issue activist
. former day care worker

Margaret Neil
204 Poplar Crescent
Saskatoon, Saskatchewan S7M 0A6

(306) 664-6560 (w)
664-4758 (h)

. day care advocate
. former day care parent instructor
in college program

Alberta

Dr. Sheila Campbell
51109 Range Road, 210
Sherwood Park, Alberta T8G 1E6
(403) 662-3573

Dr. Audrey Griffiths
Box 1247
Leduc, Alberta T9E 2Y7
(403) 986-3310 (w)
352-3997 (h)
. medical practitioners
. chairperson of Alberta Day Care Advisory Committee

Jacquie Kallal
10227 - 130th Street
Edmonton, Alberta T5N 1X4
(403) 478-7441 (w)
451-0752 (h)
. private day care operator

Eva (Nowlan) Roche
Grant MacEwan College
7319 - 29th Avenue
Edmonton, Alberta T6K 2P1
(403) 462-5501 (w)
466-8072 (h)
. instructor, early childhood development

British Columbia

Susan Christie
12875 Crescent Road
Surrey, B.C. V4A 2V6
(604) 536-2009 (h)

Dr. Alan Pence
University of Victoria
School of Day Care
P.O. Box 1700
Victoria, B.C. V8W 2Y2
(604) 721-7981
. assistant professor

Yukon

Lea Underwood
8177 - 8th Avenue
Whitehorse, Yukon Y1A 1S9
(403) 668-4386 (w)
667-5733 (h)

Northwest Territories

Marianne Moll
Comprehensive Childcare Services
Box 2695
Yellowknife, N.W.T. X0E 1H0
(403) 920-2273 (w)
873-2340 (h)
. psychologist

Catherine K. Moore
Department of Education
Government of the Northwest Territories
Frobisher Bay, N.W.T. X0A 0H0
(819) 979-5221 (w)
979-5528 (h)
. home management education

CANADIAN DAY CARE ADVOCACY ASSOCIATION

●

ASSOCIATION CANADIENNE POUR LA PROMOTION DES SERVICES DE GARDE A L'ENFANCE

It's time to give our children the care and the opportunities that they deserve!

Parents across the country want affordable, accessible, high quality day care ... NOW!

And yet day care is in a state of paralysis, if not serious crisis.

The overall problem is a lack of financial commitment to the service on the part of governments.

The Canadian Day Care Advocacy Association was formed to address this problem.

The Association arose from the 2nd Canadian Day Care Conference held in Winnipeg in September, 1982. Over 700 delegates attended. And now a steering committee and executive representing all provinces and territories have been elected.

It's the first time a united Canadian voice for day care has been created.

The primary goal of the Association is an expanded and improved day care service that addresses the needs of children, parents and day care providers. Emphasis is placed on high quality care and evolving toward a comprehensive public day care service.

It's an exciting prospect for the future that together we can work toward proper government funding and an improved, enriched setting for our children.

Join the Canadian Day Care Advocacy Association

$3 ☐	$12 ☐	$20 ☐	☐
Individual Member	Day Care Centre	Local Group	Contribution

Please send more information in:
- ☐ English
- ☐ French

Name: _____

Address: _____

_____

Postal Code _____ Phone _____

Clip and mail to:

CANADIAN DAY CARE ADVOCACY ASSOCIATION
P.O. BOX 2064
SASKATOON, SASKATCHEWAN
S7K 3S7

LIST OF DELEGATES

NEWFOUNDLAND/LABRADOR

Ann Bell
Provincial Advisory Council
on Status of Women
131 LeMarchant Road
St. John's, Nfld A1C 2H3

Margaret Burden
Port Hope Simpson Day Care
Centre
Labrador, Nfld A0K 4E0

Shirley Carr
Mokami Status of Women
Box 57, Station C
Goose Bay, Labrador

Barbara Doran
Newfoundland Status of
Women
P.O. Box 6072
St. John's, Nfld A1C 5X8

Vivian Hoyles, Director
Day Care Services
Department of Social Services
Gov't of Newfoundland & Labrador
St John's, Nfld A1C 5T7

Thelma Kippenhuck
Port Hope Simpson Day Care
Centre
Port Hope Simpson,
Labrador, Nfld A0K 4E0

Marilee Pittman
Corner Brook Status of
Women
20 Armstrong Avenue
Corner Brook, Nfld A2H 3A5

Anne Power
Newfoundland & Labrador
Federation of Labour
P.O. Box 6114
St. John's, Nfld A1C 5X8

Nancy Riche
Newfoundland Association of Public
Employment
P.O. Box 1085,
St. John's, Nfld A1C 5M5

Dorothy Robins
Provincial Advisory Council
on the Status of Women
131 LeMarchant Road
St. John's, Nfld A1C 2H3

Dr. Marcia Smith
President
Early Childhood Development
Association
8 McNeilly Street
St John's, Nfld A1B 1Y8

Judy Tudiver
Department of Education
Government Newfoundland &
Labrador
Box 2017
St. John's, Nfld A1C 5R9

Barbara Watton
Corner Brook Status of
Women Council
P.O. Box 373
Corner Brook, Nfld A2H 6E3

Phyllis Woolfrey
Department of Social Services
Wabush, Labrador A0R 1B0

PRINCE-EDWARD ISLAND

Elizabeth Clow
Montessori Children's Centre
Montague, P.E.I. C0A 1R0

Sylvia Johnson
P.E.I. Advisory Council on
Status of Women
51 Saunders Avenue
Summerside, P.E.I. C1N 2H8

Germaine Landry
L'Eveil, Kindergarden and
Day Care
Charlottetown, P.E.I.

Heather Orford
Rochford Square Child Care
Centre
80 Kent Street
Charlottetown, P.E.I. C1A 1M9

Ken Pierce, Director
Early Childhood Services
Holland College
Charlottetown, P.E.I. C1A 4Z1

Shirley Platt, President
Early Childhood Development
Association
22 Cortland Street
Charlottetown, P.E.I. C1E 1E3

Dianne Porter
Child Care Facilities Board
9 Russet Drive
Charlottetown, P.E.I. C1E 1B6

Kathy Rochon
Department of Health &
Social Services
Box 2000
Charlottetown, P.E.I. C1A 7N8

Mae Shaw
Mae's Day Nursery
Montague, P.E.I. C0A 1R0

Paula Wilson
Early Childhood Development
Association
Cardigan, P.E.I. C0A 1G0

NOVA SCOTIA

Jeannine Aucoin
Fédération des Femmes
C.P. 34,
Cheticamp, Nova Scotia B0E 1H0

Joyce Beaudry
Sackville Family Day Care
Association
70 Memory Lane
Lower Sackville, Nova Scotia B4C 2J3

Valerie Blaauw
South End Day Care
6126 South Street
Halifax, Nova Scotia B3H 1T3

Peggy Bonell-Prince, Supervisor
Day Care Services
Department of Social Services
Government of Nova Scotia
Box 696
Halifax, Nova Scotia B3J 2T7

Alice Chadwick
Dartmouth Day Care
Centre
P.O. Box 2715
Dartmouth, Nova Scotia B2W 2X4

Francene Cosman
Nova Scotia Advisory Council
Status of Women
P.O. Box 745
Halifax, Nova Scotia B3J 2T3

Diane Covey
Sackville Family Day Care
Association
70 Memory Lane
Lower Sackville, Nova Scotia B4C 2J3

Lillian Farrell
Peter Pan Day Care
47 Matilda Street
Sydney, Nova Scotia B1N 2T3

Ms. Ferguson
St. Joseph's Children's Centre
2326 Brunswick Street
Halifax, Nova Scotia B3K 2Z3

Sylvia Fraser
Wee Care Child Development Centre
13 Rose Auburn Avenue
New Glasgow, Nova Scotia B2H 4C9

Sharon Gauthier
La Garderie Day Nursery
Sydney Forks
Cape Breton, Nova Scotia B0A 1W0

Brenda Grant
Wee Care Child Development Centre
13 Rose Auburn Avenue
New Glasgow, Nova Scotia B2H 4C9

Sharon Irwin
Town Day Care
Glace Bay, Nova Scotia B1A 5P2

Josephine Johnson
Day Care Centre Parent Association
Site 4, S.S. #2
Box 21, North Preston
Dartmouth, Nova Scotia B2W 3Y5

Rita Lachowiez
Sydney D.C.
62 Cottage Road
Sydney, Nova Scotia B1P 2C7

Mary MacLean
Sydney D.C.
62 Cottage Road
Sydney, Nova Scotia B1P 2C7

Fran Manson
Cape Breton Transition House
189 Royal Avenue
Sydney, Nova Scotia B1P 4M7

Shirley McCarthy
Sydney, D.C.
62 Cottage Road
Sydney, Nova Scotia B1P 2C7

Dr. Jane Norman, Director
Child Development Services
Froebel Training Centre
R.R. #1
Colchester County, Nova Scotia
B2N 5A9

Ginette L. Purser
University Children's Centre
1094 Wellington Street
Halifax, Nova Scotia B0N 2V0

Patricia Roberts
Mt Pleasant Nursery School
39 Harris Avenue
Truro, Nova Scotia B2N 3N3

Alyce P. Saulnier
Children's Development Centre
557 Cunard Street
Halifax, Nova Scotia B3K 4B1

Margaret Vigneault
Preschool Education Association of Nova Scotia
5476 Clyde Street
Halifax, Nova Scotia B3J 1E1

Susan Willis
5651 Ogilvie Street
Halifax, Nova Scotia B3H 1B9

Sue Wolstenholme
St. Joseph's Children's Centre
2326 Brunswick Street
Halifax, Nova Scotia B3K 2Z3

NEW BRUNSWICK

Pat Amundrud
N.B. Coop Preschool Council
129 Westgate Drive
Saint John, New Brunswick E2M 5C6

Betty Caissie
Preschool Centre Incorporated
717 Windsor Street
Fredericton, New Brunswick E3B 4G3

Gayle Churchill
Just Kids Daycare Centre
285 Campbell Street
Newcastle, New Brunswick E1V 1R4

Rachel Clair
Department of Continuing Education
P.O. Box 6000
416 York Street
Fredericton, New Brunswick E3B 5H1

Pamela Easterbrook-Nadeau
Executive Director
New Brunswick Day Care
P.O. Box 1317
Tracadie, New Brunswick E0C 2B0

Catalina Ferrer
Université de Moncton
Faculté d'Education,
Moncton, New Brunswick E1A 3E9

Linda Innes (Leblanc)
Center City Day Care
P.O. Box 2066, Station A
Moncton, New Brunswick E1C 8H7

Anne Jones
Wonderland Day Care
34 Central Avenue
Saint John, New Brunswick E2M 4C6

Yvette LeBlanc, Administrator
Day Care Services
Department of Social Services
Government of New Brunswick
P.O. Box 6000
Fredericton, New Brunswik E3B 5H1

Susan N. LeBlanc
Advisory Council on Status of Women
C.P. 332,
St. Antoine, New Brunswick E0A 2X0

Evelyn Maillet
Parkton Heights Day Care
15 Everett Street
Moncton, New Brunswick E1C 3Z6

D. Malenfant
Action et Education de la Femme
28 Henry Street
Moncton, New Brunswick E1G 5B7

Margaret McDevitt
Jack & Jill Wee College Day Care
26 Craig Crescent
Saint John, New Brunswick E2K 4S4

Lynn McLaughlin
Day Care Services
Department of Social Services
P.O. Box 6000
Fredericton, New Brunswick E3B 5H1

Rita Perron
Centre de Jour L'Eveil Incorporated
29 Belfast
Riverview, New Brunswick E1B 3E9

Marie G. Price
Prices Daycare
358 Canterbury Drive
Fredericton, New Brunswick E3B 4L9

Céline Roy
Garde De Jour NB Day Care
210 Riverside Drive
Bathurst, New Brunswick E2A 2L6

Simone Savoie
Association Garde de Jour du NB
CP 305
Petit-Rocher, Nouveau Brunswick
E0B 2E0

Laura Smith
Bromocto Day Care Incorporated
40 Iroquois Avenue
Oromocto, New Brunswick E2V 2A1

Victoria Smith
St. Andrews Day Care Centre
122 Water Street
St. Andrews, New Brunswick E0G 2X0

Sandra Stoddart
Lakeside Children's Centre
567 Coverdale Road
Riverview, New Brunswick E1B 3K7

Frances Turner
Little Play School
Day Care
422 Robinson Street
Moncton, New Brunswick E1C 5E6

Karen Wolf
Charlotte County Women's
Council
R.R.4
St. George, New Brunswick E0G 2Y0

QUEBEC

Dora Benedik
Garderie Du Centre
Communautaire
5480 Westbury Avenue
Montréal, Québec H3W 3G2

Christianne Bérubé-Gagné
AFEAS
180 Dorchester est,
bureau 200,
Montréal, Québec H2X 1N6

Nicole Boily
Government of Québec
875 Grande Allée
Québec, Québec G1R 4Y8

Suzanne Bouchard
Office Des Services de
Garde à l'Enfance
201, Place Charles Lemoyne
3e étage
Longueuil, P. Québec J4K 2T5

Cécile Chavanell
Garderie
120 Laurier est
Montréal, P. Québec H2T 1E1

Bibiane d'Anjou
Université de Montréal
4576 Wilson,
Montréal, P. Québec H4A 2V4

Suzanne Dansereau
Garderie
183 Logan,
St-Lambert, P. Québec J4P 1H3

Monique Daviault
Agence de Services de
Garde en Milieu
Familial du CSSMM
43 Cadzow
St. Lambert, P. Québec J4P 2H1

Suzanne Delisle
Garderie
1437, rue Théberge
Ville St. Laurent, Québec H4L 2N4

Louise Dovaire
"Garderie Bonjour"
65 rue Smith
Gatineau, Québec J8T 2Z9

Christine Dubreuil
Garderie
275 Viger, Apartement 120
Montréal, Québec H2X 3R7

Stella Guy
Office des Services de
Garde
201 place Charles-Lemoyne
3e étage
Longueuil, P. Québec J4K 2T5

Susan Hawes
Wakefield, Québec J0X 3G0

Kahn-Tineta Horn
Indian Affairs
17th Fl., 10 Wellington street
Hull, P. Québec K1A 0H4

René Icart
Garderie Ami-Soleil
6970 Marquette
Montréal, Québec H2E 2C7

Molly Knoll
Vanier College Ecc Department
1388 Montcalm Street
Chomedey, Laval
P. Québec H7W 1W6

Micheline Labelle
Garderie Mademoiselle Maveille
2115 Belvin
Ste-Foy, Québec G1V 1N6

Denise Leduc
Garderie
350 St. Catherine #2
Longueuil, P. Québec J4H 2C1

Daniel Lenoir
133 Green #3
St. Lambert, Québec G0S 2W0

Josette Mondesir
Garderie Ami Soleil Inc.
6970 Marquette
Montréal, P. Québec H2E 2C7

Carole Morache
Garderie Coop Petit
651 A Victoria
St. Lambert, P. Québec J4P 2J7

Hugette O'Neill
Fédération des Femmes du Québec
153 St. Francis,
Lennoxville, Québec J1M 2A2

Sylvie Paradis
Garderie
1224 Champlain
Montréal, P. Québec H2L 2R8

France Poisson
Garderie Du
5130 Terr Labrosse
St. Hubert, P. Québec J3Y 3E4

Claudette Robin, Directrice
Regroupement des garderies de
la Région 6-C
14, rue Aberdeen
St. Lambert, Québec J4P 1R3

Maria Santos
Caravane of Good Companions
12 Napoleon
Montréal, P. Québec H2W 1K4

Renée Spain
Office des Services de
Garde à l'Enfant
201, place Charles-Lemoyne
3e étage
Longueuil, P. Québec J4K 2T5

Françoise Ulysse
Garderie
641 Riverin
Longueuil, Québec J4L 3E5

Monika Vesely
LaSalle Pre-School Inc.
101 Stirling Avenue
LaSalle, P. Québec H8R 3N9

ONTARIO

Shelly Acheson
Ontario Federation of
Labour
15 Gervais Drive
Don Mills, Ontario M3C 1Y8

Jim Albert
School of Social Work
Carleton University
Ottawa, Ontario K1S 5B6

Barbara Amundrud
Andrew Fleck Child
Centre
195 George Street
Ottawa, Ontario K1N 5W6

Beverly Assin
Grassy Narrows Day Care
Grassy Narrows, Ontario P0X 1B0

Jessi Assin
Grassy Narrows Day Care
Grassy Narrows, Ontario P0X 1B0

Jane Beach
Work Place Day Care City
of Toronto
39 Follis Avenue
Toronto, Ontario M6G 1S5

Rick Bélair
Town of Kenora
P.O. Box 1110
Kenora, Ontario P9N 3X8

Richard Bélanger
CUPE
21 Florence Street
Ottawa, Ontario K2P 0W6

Diane Bell
Metro Toronto Social Services
499 Melita Crescent
Toronto, Ontario M6G 3X9

Eleonore Benesch
Children's Centre
2580 Hobson Road
Ottawa, Ontario K1V 8M7

Diane Berdini
ADCO
242 Sixth Street
Etobicoke, Ontario M8V 3A7

Jane E. Bertrand
York University Day Care
540 Dovercourt Rd. #1
Toronto, Ontario M6H 2W6

Penny Bertrand
CUPE 2204
354 Fifth Avenue
Ottawa, Ontario K1S 2N8

Santosh Bhardwaj
Glen Cairn Early Education
Centre
726 St. Stephen Drive
London, Ontario N6E 1B5

Charlotte Birchard
Childrens Centre
8 Bayswater Place
Ottawa, Ontario K1Y 2C9

Anne Bird
James St. Day Care
1759 Prince of Wales Drive
Ottawa, Ontario K2C 1P2

Al Birnie
Campus Co-op Community
Day Care
87 Edwin Street
Toronto, Ontario M6P 3Z5

Coreen Blackburn
River Parkway Preschool
2101 Algonquin Avenue
P.O. Box 6122
Ottawa, Ontario K2A 1T2

Denis P. Butler
York University
390 Woburn Avenue
Toronto, Ontario M5M 1L5

Sheila Calton
24 Herman Crescent
North Bay, Ontario P1A 2R5

Pauline Camuti
Centennial College
140 Byng Avenue
Willowdale, Ontario M2N 4K7

Linda Carson
Centennial College
P.O. Box 631, Station A
Scarborough, Ontario M1K 5E9

Margaret Carver
Canadian Mothercraft
983 Carling Avenue
Ottawa, Ontario K1Y 4E5

Debra Chiasson
CUPE 2204
94 James Street
Ottawa, Ontario K1R 5M3

Chris Chilton
for Margaret Mitchell, M.P.
Room 760, Confederation Building
House of Commons
Ottawa, Ontario K1A 0A6

Brian Chisholm Daycare
ABC Day Care
51 Niagara Street Rear
St. Catherines, Ontario L2R 4L1

Doreen Cleave-Hogg
President, CAYC
50 Regan Crescent
Georgetown, Ontario L7G 1B1

Gordon Cleveland
Margaret Fletcher Day &
Howard Childrens Day
Care Centre
48 Boustead Avenue
Toronto, Ontario M6R 1Y9

Howard Clifford, Day Care Consultant
Health & Welfare Canada
Room 614, Brooke Claxton Building
Ottawa, Ontario K1A 1B5

Susan Colley
Action Day Care
48 Boustead Avenue
Toronto, Ontario M6R 1Y9

Debbie Connor
UAW local 1535
58 Maplehurst Square
Brampton, Ontario L6Z 1J6

Rosemary Corcoran
Family Daycare Providers Association
837 Eastvale Drive, Unit 64
Ottawa, Ontario K1J 7T5

Larry M. Corea
Social Worker
540 Dovercourt Road. #1
Toronto, Ontario M6H 2W6

Ethel Côté
Centre Carousel
126 rue Laval
Vanier, Ontario K1L 7Z4

Jocelyn Cowern
Mini School Led
277 Lakeshore Road
Suite 205
Oakville, Ontario L6J 1H9

Brenda Csabak
City of Thunder Bay
2203 Moodie Street
Thunder Bay, Ontario P7E 4Z5

Andrena Cumella
Family Day Care
380 Sherbourne Street
Toronto, Ontario M4X 1K2

Ruth Danziger
Action Day Care
555 Palmerston Avenue, #8
Toronto, Ontario M6G 2P6

Joan Davidson
Metro Toronto Community
Services
12 Kenaston Gardens
Willowdale, Ontario M2K 1G8

Maria Dewit
Metro Toronto Children's
Services
439 University Avenue
Toronto, Ontario M5G 1Y8

Christiane Dodge
Department of Finance
160 Elgin Street
Ottawa, Ontario K1A 0G5

Jim Dolph
City of Thunder Bay Social
Services
10 South Algoma Street
Thunder Bay, Ontario P7B 3A7

Isabel Doxey (Dr)
Ontario Coalition for
Better Daycare
50 Gould Street
Toronto, Ontario M5B 1E8

Jennifer Doyle
Moordale Preschool
61 Dagmar Avenue
Toronto, Ontario M4M 1V9

Patti Dryden-Holmstrom
Whitefish Bay Infant Care
Whitefish Bay Band No. 32A
Pawitik P.O.
Pawitik, Ontario P0X 1L0

Rita-Lee Dunster
Family Day Care Providers
Association
1273 Randall Avenue
Ottawa, Ontaio K1H 7P9

Sharon Eakin
Cupe 2204
21 Florence Street
Ottawa, Ontario K2P 0W6

Darlene Edgar
CUPE Local 1287 St. Catharines
282 King Street West
Beamsville, Ontario L0R 1B0

Renée Edwards, Executive Director
Victoria Day Care Services
539 Jarvis Street
Toronto, Ontario M4Y 2H7

Anne Ellison
Early Childhood Education
50 Gould Street
Toronto, Ontario M5B 1E8

Brenda Emerson
Glebe Parents Day Care
690 Lyon Street South
Ottawa, Ontario K1S 3Z9

Margaret Engel
Ministry of Community &
Social Services
74 Citation Drive
Willowdale, Ontario M2K 1S8

Jenifer Farrant
Central Neighborhood House
349 Ontario Street
Toronto, Ontario M5A 2V8

Doris Feher
Metro Community Services
439 University Avenue
12th Floor
Toronto, Ontario M5G 1Y8

Elizabeth Ferguson
Day Care Connection
1963 Queen Street East
Suite 6
Toronto, Ontario M4L 1H9

Anne Fisher
Mini Schools Ltd.
277 Lakeshore Blvd. E. Apt. #205
Oakville, Ontario L6J 1H9

Grace Fox
United Chiefs & Councils
West Bay, Ontario P0P 7G0

Martha Friendly
University of Toronto
455 Spadina Avenue #424
Toronto, Ontario M5P 2W4

Louise Gibson
Kidspace Day Care
2129A Gerrard Street East
Toronto, Ontario M4E 2C1

Doreen Gordon
Region of York Day Care
Services
134 Main Street
Newmarket, Ontario L3Y 3Y7

David Goyette
City of Toronto
Mayor's Office
2nd Floor, City Hall
Toronto, Ontario M5H 2N2

Jennifer Granleese
Andrew Fleck Day Care
474 Wilbrod Street #906
Ottawa, Ontario K1N 6M9

Jo-Anne Grayson
Women's Bureau
Women's Programs Division
Ministry of Labour
400 University Avenue
Toronto, Ontario M7A 1T7

Deidre Green
Queen Elizabeth Hospital
550 University Avenue
Toronto, Ontario M5G 2A2

Norman Greenberg
Children's Psychiatric
Research Institute
P.O. Box 2460
London, Ontario N6A 4G6

Sue Greggs
York University
251 Kenneth Avenue
Willowdale, Ontario M2N 4V8

Dawn Hachey
Andrew Fleck Child Centre
195 George Street
Ottawa, Ontario K1N 5W6

Barbara Hansen
Children's Aid Society of
Metro Toronto
5412 Yonge Street
Willowdale, Ontario M2N 5R8

Irmingard Hoff
Thorncliffe Park Day Care Centre
469 Merton Street
Toronto, Ontario M4S 1B4

Louise Holmes
Status of Women Canada
151 Sparks Street
10th Floor
Ottawa, Ontario K1A 1C3

Chaviva Hosek
National Action Committee Status of Women
700 Bay Street
2nd Floor
Toronto, Ontario M5G 1Z6

Mary-Lou James
Community Child Care Consultants
20 Longwood Avenue
Nepean, Ontario K2H 6G4

Laura Johnson
Social Planning Council of Metro Toronto
185 Bloor Street East
Toronto, Ontario M4W 3J3

Chris Judge
Snowflake Day Care Centre
69 Eaton Avenue
Toronto, Ontario M4J 2Z4

Jamie Kass
CUPE 2204
398 Lyon Street
Ottawa, Ontario K1R 5X1

Larry Katz
Senior Research Officer
CUPE
21 Florence Street
Ottawa, Ontario K2P 0W6

Marguarite Keeley
Glebe Parents Day Care
690 Lyon Street South
Ottawa, Ontario K1S 3Z9

Maureen Kirincic
Vaw
205 Placer Courts
North York
Willowdale, Ontario M2H 3H9

Alice Konstantakis
91 Bellevue Avenue
Toronto, Ontario M5T 2N8

Vivian Kroeker
Woodvale Day Care Centre
205 Greenbank Road
Nepean, Ontario K2H 8K9

I. Kyle
Ministry of Communication & Social Services
Queen's Park, Room 359
3rd Floor
Hepburn Block
Toronto, Ontario M7A 1E9

Annette Lafrenière
Elliot Lake Day Care
75 Dieppe Avenue
Elliot Lake, Ontario P5A 2R8

Linda Lalonde
Ottawa Day Care Advisory Committee
Box 4938 Station E
Ottawa, Ontario K1S 5V1

Donna S. Lero
University of Guelph
Department of Family Studies
Guelph, Ontario N1G 2W1

Lil Letwin
Wesley United Church Nursery School
1422 East Moodie Street
Thunder Bay, Ontario P7E 4Y9

Begona Llames
Health and Welfare Canada
Brooke Claxton Building
Room 612
Ottawa, Ontario K1A 1B5

Diane Lincez
U.A.W. local 1915
34 McCallum Court
Brampton, Ontario L6T 3M4

Sandra Livingston
City of Thunder Bay
Social Services
10 South Algoma Street
Thunder Bay, Ontario P7B 3A7

Jenny Lowell
Cupe Local 2484
100 Bain Avenue
62 The Lindens
Toronto, Ontario M4K 1E8

Agi Lukacs
Campus Co-op Community
Day Care
87 Edwin Street
Toronto, Ontario M6P 3Z5

Terry MacIver
The Childrens Place
310 Leggot Drive
Kanata, Ontario K2C 1Y6

Harry MacKay
Senior Research Advisor
Canadian Council on Social
Development
Box 3505, Station C
55 Parkdale Avenue
Ottawa, Ontario K1Y 4G1

Ian MacRedie
Statistics Canada
6 A-8 Jean Talon Building
Ottawa, Ontario K1A 0T6

Sheri Markle
Toronto General Hospital
101 College Street
Toronto, Ontario M5G 1L7

Yoli Martin
Metro Toronto Children
Services
154 John Tabor Trail
Scarborough, Ontario M1B 2P8

Margaret Mason
Research Office
Official Opposition (Fed)
Pol. Advisor
180 Wellington Street
Room 306
Ottawa, Ontario K1P 6C2

Julie Mathien
Toronto Board of Education
155 College Street
Toronto, Ontario M5T 1P6

Freida McDonald
Marlyns Preschool Edu-Care
3562 Garner Road
Niagara Falls, Ontario L2E 6S4

Mary McFarlane
City View Day Care
6 Epworth Avenue
Nepean, Ontario K2G 2L5

Coletta McGrath
Ministry of Community &
Social Services
Childrens Policy Development
Queens Park
3rd Floor, Room 359
Toronto, Ontario M5S 2C5

Evelyn I. McKee
333 Walmer Road
Toronto, Ontario M5R 2Y3

Mary Mellen
Mary Lynn Day Care Centre
48 Hillside Avenue
Toronto, Ontario M8V 1S8

Jeanne A. Moulds
Protestant Children's Village
1402-465 Richmond Road
Ottawa, Ontario K2A 1Z1

Anne Mozerskey
Andrew Fleck Child Centre
195 George Street
Ottawa, Ontario K1N 5W6

Lois Neabel
Federated Women's Institute
of Canada
Room 28, 46 Elgin Street
Ottawa, Ontario K1P 5K6

Patricia Nowack
Happy Day Child Care Centre
78 Meadowbank Road
Islington, Ontario M4B 5C4

Eve Ojala
615 Castlegreen Drive
Thunder Bay, Ontario P7A 7M2

Maureen O'Neill
Status of Women
151 Sparks Street
Room 1012
Ottawa, Ontario K1A 1C3

Susan Orchard
AECE-OVB
650 Glenhurst Crescent
Ottawa, Ontario K1J 7B7

Charlyn Overall
Heron Road Child Centre
2450 Southvale Crescent
Apt. 210
Ottawa, Ontario K1B 4L7

Frances Paquette
Children's Centre
1372 Trenton Avenue Apt. #5
Ottawa, Ontario K1Z 8K4

John Payne
Cedarbrae Day Nurseries
1385 Midland Avenue
Scarborough, Ontario M1P 3B8

Mavis Payne
Scarborough Village Day
Nursery
215 Markham Road
Scarborough, Ontario M1J 3C4

Sylvia Peacock
Kingsway Nursery Schools Ltd
191 Western Avenue
Box 159
Schomerg, Ontario L0G 1T0

John Pépin
Executive Director
Family Day Care Services
380 Sherbourne Street
Toronto, Ontario M4X 1D2

Lucie Pépin
President of Canadian
Advisory Council for
Status of Women
66 Slater, 18th Floor
Ottawa, Ontario K1P 5H1

Sandra Pett
Health & Welfare Canada
Brook Claxton Building
Ottawa, Ontario K1A 1B5

Jill Poisson
Family Day Care Services
131 Highbrourne Road
Toronto, Ontario M5P 2J8

Althea Poulos
Kinderschod Adlerian
46 Coranport
Don Mills, Ontario M3A 1H1

Teresa M. Rait
Temple Day Care
300 Queen's Drive
Toronto, Ontario M6L 1M5

Terrance Ram
St. Lawrence Co-op Day Care
48 Sullivan Street
Toronto, Ontario M5T 1C1

Julyan Reid
Ministry of State for
Social Development
171 Slater Street
Ottawa, Ontario K1A 1G3

Theresa Robillard
Hawthorne Meadows Nursery
School
130 Morton Drive
Kanata, Ontario K2L 1X4

Richard Rollox
Toronto General Hospital
101 College Street
Toronto, Ontario M5G 1L7

Ellen Roseman
Globe & Mail Editorial
Department
444 Front Street West
Toronto, Ontario M5V 2S9

Laurel Rothman
Work Place Day Care City
of Toronto
12 Burnside Drive
Toronto, Ontario M6G 2M8

Conrad Saulis
Ontario Indian Social Services
Council
2 Carlton Street, Suite 1411
Toronto, Ontario M5B 1J3

Patricia Schulz
Ontario Coalition for
Better D.C.
100 Bain Avenue
28 The Aberdeens
Toronto, Ontario M4K 1E8

Adele Scott-Anthony
Ontario Ministry of Communication
& Social Services Day
Nurseries Standards
9th Floor
700 Bay Street
Toronto, Ontario M7A 1E9

Susan Sharpe
Cupe 2484 Action Day Care
118 Tyrrel Avenue
Toronto, Ontario M6G 2G5

Adelle Shewchuk
Kenora Day Care Centre
1304 9th Street North
Kenora, Ontario P9N 2T7

Leena Sillanpaa
Ottawa City Day Care Advisory
Committee
1394 Jamison Avenue
Orleans, Ontario K1E 1J5

Lise Simard
Mitto
356 Avenue Des Epinettes
Orléans, Ontario

Brenda Sissons
Village Day Care
GB 44, RR#3
Almonte, Ontario K0A 1A6

Betty Smith
Islington Nursery & Child
Care Centre
Islington, Ontario
c/o Centennial Park Road #28
Etobicoke, Ontario M9C 4W8

Mike Smith
York University
156 A Avenue Road
Toronto, Ontario M5R 2H9

Rosemary Somers
Ottawa-Carleton Day Care
Association
195 George Street
Ottawa, Ontario K1N 5W6

Suzanne Staneland
George Brown College Learning
Centre
17 Bannockburn Avenue
Toronto, Ontario M5M 2N7

Mona Stephens
Day Care Connection
1963 Queen Street East
Toronto, Ontario M4L 1H9

Sandy Stieneckey
Centennial College
P.O. Box 631, Station A
Scarborough, Ontario M1K 5E9

Jane Stinson
CUPE
21 Florence Street
Ottawa, Ontario K2P 0W6

Jennifer Stoddard
C.A.C.S.W.
66 Slater Street, 18th Floor
Ottawa, Ontario K1P 5H7

Lyse Teasdale
26 Dolan Drive
Nepean, Ontario K2J 1V4

Karen Thacker
Cupe 2204
195 Cooper Street #5
Ottawa, Ontario K2P 0E9

Virginia Thomas
Cupe Local 79
385 Yonge Street, Suite 303
Toronto, Ontario M5B 1S1

Karen Thorpe
Toronto Board of Education
155 College Street
Toronto, Ontario M5T 1P5

Billy Thurston
National Action Committee
on Status of Women
40 St. Clair Avenue East
Toronto, Ontario M4T 1M9

Gladys Ticktin
Government of Ontario
25 Grosvenor Street, 13th Floor
Toronto, Ontario M7A 1R1

Cheryl Turner
Kidspace Day Care
252 Bloor Street West
Toronto, Ontario M5S 1V5

Art Veness
Department of Health & Welfare
Room 1422
Brooke Claxton Building
Tunney's Pasture
Ottawa, Ontario K1A 0K9

Lise Vincent
455 Cercle Wolffdale
Ottawa, Ontario K1K 1N6

Ruth Wagg
Province of Ontario
29 Rochester Avenue
Toronto, Ontario M4N 1N7

Alexandra Walden
Sheridan College
Box 7500
Brampton, Ontario L6V 1G6

Brian Ward
Executive Director
Canadian Council on Children & Youth
323 Chapel Street
Ottawa, Ontario K1N 7Z2

Lindsay Weld
Ontario Ministry of Communication & Social Services
763 Eastwood Avenue
North Bay, Ontario P1B 7V4

Lynne Westlake
Ottawa Day Care Advisory Committee
29 Strathcona Avenue
Ottawa, Ontario K1S 1X3

Julie White
Levi Strauss
Toronto, Ontario M4X 1M9

Albert J. Willms
Graydon Hall Nursery Schools Ltd
123 Botany Hill Road
Scarborough, Ontario M1G 3K6

Mildred J. Willms
Graydon Hall Nursery Schools Ltd
123 Botany Hill Road
Scarborough, Ontario M1G 3K6

Nancy Winchester
Village Day Care
917 Greenbriar Avenue
Ottawa, Ontario K2C 0J8

Kathryn Yack
City View Day Care
6 Epworth Avenue
Nepean, Ontario K2G 2L5

Noel Young
Alternative Primary School Day Care
172 Albany Avenue
Toronto, Ontario M5R 3C6

Suzanne Zakoor
Association for Early Childhood
212 King Street, Suite 503
Toronto, Ontario M5A 1J7

MANITOBA

Jane Adams
South Family YMCA
5 Fermor Avenue
Winnipeg, Manitoba R2M 0Y1

Dorothy Altstadt
Childrens Day Care
Box 1030
Lac du Bonnet, Manitoba R0G 1A0

Debi Anderson
Univillage Day Care
100-99 Dalhousie Drive
Winnipeg, Manitoba R3T 3M2

Diane Anderson
Cairn's Children's Centre
1100 Chancellor Drive
Winnipeg, Manitoba R3T 4W8

Linda Argue
Box 122, Station A
Winnipeg, Manitoba R3K 1Z9

Wendy Bacon
Health Services Centre Day Care
759 Ross Avenue
Winnipeg, Manitoba R3E 1C5

Sharon L. Balasko
University of Manitoba
134 Norlorne Drive
Winnipeg, Manitoba R3R 2Y6

Kathy Banman
258 Douglas Street
Brandon, Manitoba R7A 5T3

Maureen Barchyn
Family Services of Winnipeg Inc.
284 Broadway Avenue, 4th Floor
Winnipeg, Manitoba R3J 2B6

Datune Batunn
51 Watercress Road
Winnipeg, Manitoba R2J 2W2

Dawne Baturin
Village Child Care Inc.
1-730 River Road
Winnipeg, Manitoba R2M 5A4

Pat Beever
1594 - 22nd Street
Brandon, Manitoba R7B 1T7

Norma Benson
University of Winnipeg
802-255 Wellington Crescent
Winnipeg, Manitoba R2M 0C4

Sandra Berthelette
12 Neepawa Drive
Brandon, Manitoba R7B 2Z2

Lucille Berubé
Cobourg Day Nursery Inc.
127 Cobourg Avenue
Winnipeg, Manitoba R2L 0H4

Cathy Blakesley
Family Services of Winnipeg
287 Broadway Avenue, 4th Floor
Winnipeg, Manitoba R3C 0R8

Ron Blatz
Roseberry Day Care
205 Roseberry
Winnipeg, Manitoba R3T 1T3

Deborah Blower
Instructor Child Care Service
Red River Community College
142 Sunnyside Blvd.
Winnipeg, Manitoba R3J 3M2

Louisa Bormann
Scotland Mini-Skool
595 Dieppe Road
Winnipeg, Manitoba R3R 1C5

Pat Borowski
26 Marigold Street
Dauphin, Manitoba R7N 2P4

Monique Boulet
Victoria Day Care
416 - 11th Street
Brandon, Manitoba R7A 4K1

Judith Bowles
Manitoba Department of Community
Services and Corrections
300 - 267 Edmonton Street
Winnipeg, Manitoba R3C 1S2

Lisa Bowman
Downtown YMCA Day Nursery
301 Vaughan Street
Winnipeg, Manitoba R3B 2N6

Shirley Bradshaw
Womens Bureau - Department of Labour
& Manpower
241 Vaughan Street
Winnipeg, Manitoba R3C 1T6

L.D. Brazier
United Way of Winnipeg
315-267 Edmonton Street
Winnipeg, Manitoba R3C 1S2

Joanne Broatch
Manitoba Department of Community
Services & Corrections
300 - 267 Edmonton Street
Winnipeg, Manitoba R3C 1S2

Lois M. Brockman
University of Manitoba
Department of Family Studies
Winnipeg, Manitoba R3T 2N2

Mona G. Brown
National Association of Women &
The Law
Box 160
Sperling, Manitoba ROG 2MO

Pat Burns
Earl Grey Lunch & After
School Program
340 Cockburn Street North
Winnipeg, Manitoba R3M 2P5

Sheryl Burns
340 Cockburn Street North
Winnipeg, Manitoba R3M 2P5

Khorsted Cahteenwah
Universal Day Care Centre
c/o Ralph Maybank School,
Room 26
20 Donnelly Street
Winnipeg, Manitoba R3T OS4

Campus Day Care Centre Inc.
Box 14
Administration Building
University of Winnipeg
Winnipeg, Manitoba R3T 2N2

Barbara Carroll
Fed-Prov Relations &
Research Division
Department of Finance Manitoba
Room 4, Legislative Building
Winnipeg, Manitoba R3C OV8

Lucie Carter
Box 48
Group 7, RR# 1C
Winnipeg, Manitoba R3C 2E4

Lucille Cenerini
S.F.M.
194 boulevard Provencher
St-Boniface, Manitoba R2J OE5

Wendy Church
Manitoba Department of Community
Services and Corrections
300 - 267 Edmonton Street
Winnipeg, Manitoba R3C 1S2

K.A. Clayton
Tudor Day Nursery
800 Manitoba Avenue
Selkirk, Manitoba R1A 2C9

S.W. Clubb
Lord Roberts Child Care
525 Beresford Avenue
Winnipeg, Manitoba R3L 1J4

Cobourg Day Nursery
127 Cobourg Avenue
Winnipeg, Manitoba R2L OH4

Donna Code
1950 Pacific Avenue
Winnipeg, Manitoba R2R OG4

Bruce Coombs
Manitoba Department of Community
Services and Corrections
300 - 267 Edmonton Street
Winnipeg, Manitoba R3C 1S2

Ruth Corobow
Universal Day Care Centre
c/o Ralph Maybank School
Room 26
20 Donnelly Street
Winnipeg, Manitoba R3T OS4

Margaret Cotie
404 Rougeau Avenue
Winnipeg, Manitoba R2C 4A2

Brenda Cotton
Day Nursery Centre
650 Broadway Avenue
Winnipeg, Manitoba R3B 2M9

Anne Courgage
South Family YMCA
5 Fermor Avenue
Winnipeg, Manitoba R2N OY1

Joan Coutts
Tot Stop Day Care
673 Isbister Street
Winnipeg, Manitoba R2Y 1P9

Juanita Crompton
Aunty Nita's Day Care Centre
For Tiny Tots
Box 24
Postal Station A
Winnipeg, Manitoba R3K 1Z9

Joyce Cullen
233 Princess Avenue East
Brandon, Manitoba R7A 1S4

Marry Ellen Currie
Rock Lake Funtown Day Care
Pilot Mound, Manitoba R0G 1P0

Marlene Cyncora
Kids Centre
Box 1481
Beauséjour, Manitoba R0E 0C0

Barbara Daly
Family Services of Winnipeg
343 Olive Street
Winnipeg, Manitoba R3J 2X7

Rosemary Darville
Childrens House
157 Rupert Avenue
Winnipeg, Manitoba R3B 0M9

Karen De Jaegher
Carter Day Care
202 - 1055 Grant Avenue
Winnipeg, Manitoba R3M 1Y5

Cass Demedash
320 Cathedral Avenue
Winnipeg, Manitoba R2W 0M2

Alice Demeria
335 McGee Street
Winnipeg, Manitoba R3G 1M7

Shirley Derksen
Munroe Day Nursery Inc.
255 Grey Street
Winnipeg, Manitoba R2L 1V6

Pamela Desmet
B.L.A.S.T. Childcare Inc.
270 Flora Avenue
Winnipeg, Manitoba R2W 2P9

Jamie Dixon
Childrens House
157 Rupert Avenue
Winnipeg, Manitoba R3B 0M9

Mary Dlugosh
Health Services Centre Day Care
Winnipeg, Manitoba R3C 2G1

Carol Draper
Assiniboine Children's Centre
175 Winston Road
Winnipeg, Manitoba R3J 1N1

Lee Ducharme
Provincial Care For Kids
Co-op Ltd.
7-730 River Road
Winnipeg, Manitoba R2M 5A4

Dorothy Dudek
88 Polson Avenue
Winnipeg, Manitoba R2W 0M2

Mildred Dudley
Thompson Day Care Centre
160 Wolf Street
Thompson, Manitoba R8N 1J7

Vera Dufault
14-1700 Burrows Avenue
Winnipeg, Manitoba R2X 2W1

Henrietta Dugas
267 Eugenie Street
Winnipeg, Manitoba R2H 0Y3

Florence Eikie
Swan River Day Care Centre
Box 1659
Swan River, Manitoba R0L 1Z0

Charlotte Evanyshyn
15 Empress Bay
Brandon, Manitoba R7A 6H3

Anna K. Faber
River Avenue Coop Day Nursery
444 River Avenue
Winnipeg, Manitoba R3L 0C7

Tena Fehr
Home Day Care
Box 1837
Winkler, Manitoba R0G 2X0

Doris Fedun
Home and School Federation
401 Machray Avenue
Winnipeg, Manitoba R2W 1A5

Anne Finch
Morden Day Care
Box 1649
Morden, Manitoba R0G 1J0

Linda Friesen
Box 367
Gladstone, Manitoba R0J 0T0

Josephine Galipeau
Project Upstart-Dufferin
School
545 Alexander Avenue
Winnipeg, Manitoba R3A 0P1

Tammy Garnham
Wee World Care Inc.
600 - 3rd Street North East
Portage La Prairie, Manitoba R1N 1R4

Grace Garvey
St. Josephs Day Nursery
1476 Portage Avenue
Winnipeg, Manitoba R3G 0W3

Anne Gereta
8-697 Anderson Avenue
Winnipeg, Manitoba R2W 1G7

Anita Gettino
Machray Day Nursery
383 Foxdale Avenue
Winnipeg, Manitoba R2G 1A5

Sherrill Gilhuly
Waverly Heights Mini-Skools
1325 Markham Blvd.
Winnipeg, Manitoba R3T 4T6

Jeanette Godard
823 Beaverbrook
Winnipeg, Manitoba R3N 1N8

Carla Goldstein
National Council of
Jewish Women
410 Pritchard Avenue
Winnipeg, Manitoba R2W 2J6

Lorette Gorets
1062 Autumnwood Avenue
Winnipeg, Manitoba R2J 1C7

Joanne Gourlay
Little People's Place
19 Erie Bay
Winnipeg, Manitoba R2J 1Z9

Sheila Grierson Reid
St. Vital Day Care Co-op
937 St. Mary's Road
Winnipeg, Manitoba R2M 3R7

Nancy Guelich
Gigot Short Stop Inc.
36-18th Street North West
Portage la Prairie
Winnipeg, Manitoba R1N 2Y1

Sandra Gurniak
697 Banning Street
Winnipeg, Manitoba R3G 2G3

Mary Ann Haddad
Wild Honey Children's Centre
854 Ellice Avenue
Winnipeg, Manitoba R3C 0C4

Irene Haigh
Congress of Canadian Women
19B 1 Roslyn Road
Winnipeg, Manitoba R3L 0G1

Denise Hanning
Care for Kids Co-op
1013-401 York Avenue
Winnipeg, Manitoba R3C 0P8

Ann Harris
Univillage Day Care
100-99 Dalhousie Drive
Winnipeg, Manitoba R3T 2Z2

Lynn Haworth
Earl Grey Lunch & After School
267 Gateway Road
Winnipeg, Manitoba R2L 1T6

Nancy Hawrysh
Halcrow Lake Day Care
Box 248
The Pas, Manitoba R9A 1K4

Sheila Haynes
River Avenue Coop Day
Nursery
444 River Avenue
Winnipeg, Manitoba R3L 0C7

Darlene Henderson
Box 55
Sinclair, Manitoba R0M 2A0

Margaret Henry
Day Nursery Centre
650 Broadway Avenue
Winnipeg, Manitoba R3B 2M9

Judy Hill
Southwest D.C. Co-op
662 11th Street
Brandon, Manitoba R7A 4K6

Carol Hiscock
Northern Options for Women
3 James Street
Thompson, Manitoba R8N 1T2

Pat Hogue
Red River Community
College
195 Aubrey Street
Winnipeg, Manitoba R3G 2H9

L. Holbrow
267 Gateway Road
Winnipeg, Manitoba R2L 1T6

Sharon Holinka
389 Armstrong Avenue
Winnipeg, Manitoba R2V 1R2

Grace Howard
Little Bo-Peep Day Care
37 Wiltshire Bay
Winnipeg, Manitoba R2J 2L6

Debbie Huber
Childrens Development Centre
Box 53
Cranberry, Portage
Winnipeg, Manitoba R1N 3B2

Donna Huen
2-887 McMillan Avenue
Winnipeg, Manitoba R3M 0T2

Mary Humphrey
Assistant Director
Child Care Program
Department of Community Services
and Corrections
3rd Floor
267 Edmonton Street
Winnipeg, Manitoba R3C 1S2

Joan Humphreys
St Vital Day Care Coop
937 St. Mary's Road
Winnipeg, Manitoba R3M 2R7

Anne Huppe
1325 Magnus Avenue
Winnipeg, Manitoba R2X 0N9

Mary Isaac
151 Mill Road
Box 1327
Neepawa, Manitoba R0J 1H0

Lola Jackson
University of Manitoba
Department of Family Studies
Winnipeg, Manitoba R3T 2N2

Jerry Jarett
North Y Nursery School
365 McGregor
Winnipeg, Manitoba R2W 4X4

Paula Jerome
Day Nursery Centre
650 Broadway Avenue
Winnipeg, Manitoba R3B 2M9

Gerald Jerrett
Box 1036
Stonewall, Manitoba R0C 2Z0

Anne Johnston
Manitoba Department of Community
Services & Corrections
300-267 Edmonton Street
Winnipeg, Manitoba R3C 1S2

Elaine Jones
Manitoba Department of Community
Services & Corrections
300 - 267 Edmonton Street
Winnipeg, Manitoba R3C 1S2

Angela Julien
P.O. Box 1426
Winnipeg, Manitoba R3C 2Z1

Shelia Kaltenberger
Beauséjour, Kids Centre
Box 1481
Beauséjour, Manitoba ROE 0E0

Mrs. Kardash
Winnipeg School Division No. 1
1577 Wall Street East
Winnipeg, Manitoba R3E 2S5

Lynda Katchnoski
409 Melrose West
Winnipeg, Manitoba R2C 1P2

Mary-Jane Kellington
Day Nursery Centre
650 Broadway Avenue
Winnipeg, Manitoba R3B 2M9

Leslie Kelly
Manitoba Department of Community
Services & Corrections
300 - 267 Edmonton Street
Winnipeg, Manitoba R3C 1S2

Fern Kerr
Wee Care Child Centre
Carman, Manitoba ROG 0J0

Sheila King
Place for Kids &
C.U.P.E. #1543
104-26 Gaylene Place
Winnipeg, Manitoba R3T 4G7

Winona Kling
Manitoba Department of Community
Services & Corrections
300 - 267 Edmonton Street
Winnipeg, Manitoba R3C 1S2

Arleen Knelman
Gimli Children's Centre
Box 1349
Gimli, Manitoba ROC 1B0

Knox Day Nursery Inc.
400 Edmonton Street
Winnipeg, Manitoba R3B 2M2

Hendrica Kok
"Happiness Is" Inc.
147 Sterling Avenue
Winnipeg, Manitoba R2M 2R8

Jane Kolodka
488 Wardlaw Avenue
Winnipeg, Manitoba R3L 0N1

Sophie Kolt
Child & Family Services
3rd Floor, 831 Portage Avenue
Winnipeg, Manitoba R3G 0N6

Mary Beth Kom
573 Gertrude Avenue
Winnipeg, Manitoba R3L 0M9

Dorothy Kotler
Children's House
157 Rupert Avenue
Winnipeg, Manitoba R3B 0M9

Enid Krause
Children's House
157 Rupert Avenue
Winnipeg, Manitoba R3B 0M9

Brenda Kryminski
801 Elizabeth Road
Winnipeg, Manitoba R2J 1A5

Katherine Kubera
243 Ruby Street, Suite 2
Winnipeg, Manitoba R3G 2E4

Karen Kumka
Tot Stop Day Care
47 Buffie Bay
Winnipeg, Manitoba R2Y 1W1

Miriam Kuropatwa
Y.M.H.A. Jewish Community
Centre
370 Hargrave Street
Winnipeg, Manitoba R3B 3K1

Louise Laflèche
YMCA Day Nursery
301 Vaughan Street
Winnipeg, Manitoba R3B 2N7

Kimberly Laing
Faculty of Human Ecology
University of Manitoba
Winnipeg, Manitoba R3T 2N2

Linda Lamont
Norwest Co-op Sunshine
Day Nursery
102-61 Tyndall Avenue
Winnipeg, Manitoba R2X 2T4

Chris Lane
Federal Government - P.S.C.
500-286 Smith Street
Winnipeg, Manitoba R3C 0K6

Carmel Langham
Box 86
St. Pierre
Winnipeg, Manitoba R3V 1J9

Shirley Lapp
Ft Rouge Co-op Day Nursery
130 Nassau Street
Winnipeg, Manitoba R3L 2H1

Julia Lau
Department of Family Studies
University of Manitoba
59 McMaster Road
Winnipeg, Manitoba R3T 2Y2

Barbara Leask
MCCA
24-239 Colony Street
Winnipeg, Manitoba R3C 1W4

Anne Ledger
Juniper PreSchool
315 Riverside Drive
Thompson, Manitoba R8N 0X5

Betty Leitch
Provincial Employees Care for
Kids Coop Inc.
Manitoba Water Commission
847-405 Broadway Avenue
Winnipeg, Manitoba R3C 3L6

Marthe Lemarbre
Le P'tit Bonheur
160 Coniston Street
Winnipeg, Manitoba R2H 1P7

Bernadette Levy
Family Day Care Provider
596 Carlaw Avenue
Winnipeg, Manitoba R3L 0V4

Elvie Lombardt
Day Nursery Centre
650 Broadway Avenue
Winnipeg, Manitoba R3B 2M9

Lynda Lowry
Nutrition Consultant
Box 1692
Neepawa, Manitoba R0J 1H0

Jan Lucas
West End Day Care
1925 Saskatchewan Avenue West
Portage la Prairie
Winnipeg, Manitoba R1N 0R6

Marilyn MacDonald
382 Riverton Avenue
Winnipeg, Manitoba R2L 0N7

Cheryl Macpherson
B.L.A.S.T. Children's Inc.
270 Flora Avenue
Winnipeg, Manitoba R2W 2P9

Marianne Mairs
687 Warsaw
Winnipeg, Manitoba R3M 1B5

Joanne Malchuk
Mini-Skools
840 McLeod Avenue
Winnipeg, Manitoba R2G 2T7

Karen Mallory
Cairn's Children Centre
1100 Chancellor Drive
Winnipeg, Manitoba R3T 4W8

Manitoba Department of Community
Services & Corrections
300 - 267 Edmonton Street
Winnipeg, Manitoba R3C 1S2

Linda Massey
Box 7, Group 108 RR#1
Selkirk, Manitoba R1A 2A6

Debbi Mayer
Child Development Clinic
678 William Avenue
Winnipeg, Manitoba R3E 0W1

Donna McCann
Family Day Care
86 Lipton Street
Winnipeg, Manitoba R3G 2G7

Margaret McCaw
43 Penfold Crescent
Winnipeg, Manitoba R2J 1S3

Mary McCormick
Manitoba Home & School Federation
431 Polson Street
Winnipeg, Manitoba R2W 0N5

Norma McCormick
Director of Day Nurseries
Health Sciences Centre
700 William Avenue
Winnipeg, Manitoba R3E 0Z3

Cathy McEvoy
Harmony Day Care
375 Assiniboine Avenue
Winnipeg, Manitoba R3C 0Y3

Colleen McGill
Rock Lake Funtown Daycare
Pilot Mound, Manitoba R0G 1P0

MJ McIntyre
United Way of Winnipeg
315-267 Edmonton Street
Winnipeg, Manitoba R3C 1S2

Jane McKay-Nesbitt
Canadian Home Economics
Association
35 Wynyard Bay
Winnipeg, Manitoba R2G 2X6

Norma McNabb
635 Stella Avenue
Winnipeg, Manitoba R2W 2V7

Frances A. McQuiggin
Dante Day Nursery Inc.
340 Cockburn Street North
Winnipeg, Manitoba R3M 2P5

Penny McQuiston
Morden Day Care Centre
Box 2142
Morden, Manitoba R0G 1J0

Eleanor Medway
Earl Grey Lunch &
After School Inc.
340 Cockburn Street North
Winnipeg, Manitoba R3M 2P5

Laura Mills
Child Development Clinic
141 Ethelbert Street
Winnipeg, Manitoba R3G 1V5

Barbara Modn
Harmony Day Care
375 Assinibone Avenue
Winnipeg, Manitoba R3C 0Y3

Monroe Day Nursery Inc.
255 Grey Street
Winnipeg, Manitoba R2L 1V6

Sue Morison
Child Development Clinic
678 William Avenue
Winnipeg, Manitoba R3E 0W1

Marilyn Morrice
Manitoba Department of Community
Services & Corrections
300 - 267 Edmonton Street
Winnipeg, Manitoba R3C 1S2

Maureen Morrison
C.U.P.E.
400 - 570 Portage Avenue
Winnipeg, Manitoba R3C 0G4

Susan Morrison
Family Services of Winnipeg
287 Broadway Avenue
4th Floor
Winnipeg, Manitoba R3C 0R9

Grace Muldrew
Manitoba Department of Community
Services & Corrections
300 - 267 Edmonton Street
Winnipeg, Manitoba R3C 1S2

Michael O. Murphy
Care for Kids Co-op Inc.
1013-401 York Avenue
Winnipeg, Manitoba R3C 0V8

Shelley Neel
211 Spence Street
Winnipeg, Manitoba R3C 1Y5

Pauline Nembhard
Lord Roberts Lunch &
After School Program
665 Beresford Avenue
Winnipeg, Manitoba R3L 1J9

Shep Nerman
Manitoba Department of Community
Services & Corrections
300 - 267 Edmonton Street
Winnipeg, Manitoba R3C 1S2

Judi Neufeld
Child Care Services
R.R.C.C. - Instructor
Winnipeg, Manitoba R3J OH9

Mrs. P. Noiles
36 Girdwood Avenue
Winnipeg, Manitoba R2K 3T5

Alvina Norbury-Roberts
325 - 21st Street
Brandon, Manitoba R7B 1N8

Liz Nuttall
M.C.C.A.
812 Lyon Street
Winnipeg, Manitoba R3T OG8

Ellen Olfert
Employees Care for Kids
Co-op
Room 4, Leg Buildings
Winnipeg, Manitoba

Judy Olson
Wee World Care Inc.
600 - 3rd Street North East
Portage la Prairie, Manitoba R1N 1R4

Lisa Olson
309 Rougeau Avenue
Winnipeg, Manitoba R2C 4A1

Brenda Paley
Action Centre Day Nursery
387 Dufferin Avenue
Winnipeg, Manitoba R2W 2Y2

Shelley Palsson
Box 199 B RR#2
Dugald, Manitoba ROE OKO

Nancy Parsons
U.W.S.A. Daycare Centre
908 Spruce Street
Winnipeg, Manitoba R3G 2Z9

Irene Nickel Patterson
Carter Day Care Centre Inc.
1175 McMillan Avenue
Winnipeg, Manitoba R3M OT8

Kathie Peckover
YMCA Day Nursery
301 Vaughan Street
Winnipeg, Manitoba R3B 2N7

Claudette Peloquin
43 Regal Avenue
Winnipeg, Manitoba R2M OP2

Sally Perchaluk
Knox Day Nursery
400 Edmonton Street
Winnipeg, Manitoba R3B 2M2

Lynn Peresky
1062 Autumnwood Avenue
Winnipeg, Manitoba R2J 1C7

Drew Perry
Manitoba Department of Community
Services & Corrections
300 - 267 Edmonton Street
Winnipeg, Manitoba R3C 1S2

Jean Piel
Cairn's Childrens Centre
1100 Chancellor Drive
Winnipeg, Manitoba R3T 48W

Margaret Platt
Project Upstart-Dufferin
School
545 Alexander Avenue
Winnipeg, Manitoba R3A OP1

Mary Pollard
River Avenue Coop Day Nursery
444 River Avenue
Winnipeg, Manitoba R3L OC7

Brian Proctor
Children's House
157 Rupert Avenue
Winnipeg, Manitoba R3B OM9

Erin Rea
North Y Nursery School
365 McGregor Street
Winnipeg, Manitoba R2W 4X4

Nick Read
Carter Day Care
123-445 Stafford Street
Winnipeg, Manitoba R3M 3V9

Kathy Reid
Manitoba Department of Community
Services & Corrections
300 - 267 Edmonton Street
Winnipeg, Manitoba R3C 1S2

Jillian Richards
Family Day Care
423-425 Andrews Street
Winnipeg, Manitoba R2W 4T7

Doug Ritchot
Manitoba Department of Community Services & Corrections
267 Edmonton Street
Winnipeg, Manitoba R3C 1S2

Charlotte Robins
Day Nursery Centre
650 Broadway Avenue
Winnipeg, Manitoba R3B 2M9

Joanne Robinson
Day Care
505 Ross Avenue
Winnipeg, Manitoba R3A 1P5

Bonnie Boebuck
Kid's Centre
Box 1481
Beauséjour, Manitoba R0E 0C0

Sheila Rogers
National Anti-Poverty Organization
395 Notre Dame Avenue
Winnipeg, Manitoba R3B 1R2

Lynda Rosenstock
Manitoba Department of Community Services & Corrections
300 - 267 Edmonton Street
Winnipeg, Manitoba R3C 1S2

Jacqueline Ross
Busy Nest Day Care
Box 283
Morris, Manitoba R0G 1K0

Rose Roth
866 C London Street
Winnipeg, Manitoba R3K 3P7

Margaret Roy
Univillage Day Care
99 Dalhousie Drive
Winnipeg, Manitoba R3T 3M2

Mary Anne Rudy
58 Roslyn Crescent
Winnipeg, Manitoba R3L 0H7

Tim Sale
Social Planning Council of Manitoba
412 McDermot Avenue
Winnipeg, Manitoba R3A 0A9

Margaret Sawatzky
Winkler Day Care Centre
Box 1703
Winkler, Manitoba R0G 2X0

Karen L. Schmidt
University of Winnipeg
#12 - 136 Spence Street
Winnipeg, Manitoba R3C 1X4

Lou Schroeder
Family Day Care Provider
432 Queenston Street
Winnipeg, Manitoba R3N 0X2

Liane Schubert
Thompson Day Care Centre
63 Westwood Drive
Thompson, Manitoba R8N 0E3

Nienke Schutz
Teulon Day Nursery
R.R.#1
Petersfield, Manitoba R0C 2L0

Bev Scott
Wild Honey Children's Centre
854 Ellice Avenue
Winnipeg, Manitoba R3G 0C4

Karen Segal
St. Matthews Maryland Child Care
641 St. Matthews Avenue
Winnipeg, Manitoba R3G 1P9

Victoria Shane
Raggedy Anne
GI 233 Booth Drive
Winnipeg, Manitoba R3J 3M4

Debi Shuturma
730 Melrose Avenue West
Winnipeg, Manitoba R2C 1P7

Mrs. Sinclair
J. Mini-Skool
1042 Jefferson Avenue
Winnipeg, Manitoba R2P 0L1

Janice Smith
Gimli Children's Centre
Box 1349
Gimli, Manitoba ROC 1BO

Colleen Smook
Juniper Preschool
315 Riverside Drive
Thompson, Manitoba R8N 0X5

Marlene Snowden
1062 Autumnwood Drive
Winnipeg, Manitoba R2J 1C7

Paddi Solem
Family Communion Services
c/o D-4 Garden Grove
Winnipeg, Manitoba R2R 1E2

Colleen Stack
B.L.A.S.T. Children's Inc.
270 Flora Avenue
Winnipeg, Manitoba R2W 2P9

Jean Stevenson
Family Day Care
28 Driftwood Crescent
Brandon, Manitoba R7A 2J1

Linda Sunde
Manitoba Department of Community
Services & Corrections
300 - 267 Edmonton Street
Winnipeg, Manitoba R3C 1S2

Flo Tellier
Manitoba Department of Community
Services & Corrections
300 - 267 Edmonton Street
Winnipeg, Manitoba R3C 1S2

Lisa Tetreault
Happy Time Day Care
2208 Portage Avenue
Winnipeg, Manitoba R3J 0M2

Phyllis Thomas
B.L.A.S.T. Childcare
270 Flora Avenue
Winnipeg, Manitoba R2W 2P9

Gary Thomlison
Manitoba Child Care Association
Box 2475
Winnipeg, Manitoba R3C 4A7

Debbie Thordarson
Gimli Children's Centre
Box 1349
Gimli, Manitoba ROC 1BO

Linda Todd
Earl Grey Lunch & After School
340 Cockburn Street North
Winnipeg, Manitoba R3M 2P5

Bonnie Travese
B.L.A.S.T. Childcare Inc.
270 Flora Avenue
Winnipeg, Manitoba R2W 2P9

Rita Trupish
498 St. John's Avenue
Winnipeg, Manitoba R2W 1H8

Wendy Tully
409 - 6th Street
Portage la Prairie, Manitoba
R1N 2J7

Harriet Turik
Manitoba Department of Community
Services & Corrections
300 - 267 Edmonton Street
Winnipeg, Manitoba R3C 1S2

Maria A. Ursi
Dante Day Nursery Inc.
340 Cockburn Street
Winnipeg, Manitoba R3M 2P5

Fredrica Van der Werve
Family Services of Winnipeg
287 Broadway Avenue
4th Floor
Winnipeg, Manitoba R3C 0R9

Karen Vaughan
YMCA Day Nursery
301 Vaughan Street
Winnipeg, Manitoba R3B 2N7

Diane Vernon
Box 34, Group 114 RR#1C
Winnipeg, Manitoba R3C 2E4

Lynda Voraver
Childrens House
157 Rupert Street
Winnipeg, Manitoba R3B 0M9

Annette Walsh
37-100 Wickham Road
Winnipeg, Manitoba R2J 2L4

Wee World Care Inc.
600 - 3rd Street North East
Portage la Prairie, Manitoba R1N 1R4

Pat Wege
Machray Day Nursery
383 Foxdale Avenue
Winnipeg, Manitoba R3G 1A5

West End Day Care Centre Inc.
1925 Saskatchewan Avenue West
Portage la Prairie, Manitoba R1N 0R6

Connie Wight
Manitoba Action Committee on the
Status of Women
760, 14th Street
Brandon, Manitoba R7A 4V3

Sharon Wilford
Manitoba Department of Community
Services & Corrections
300 - 267 Edmonton Street
Winnipeg, Manitoba R3C 1S2

Beth Williams
Campus Day Care Centre
Box 14, Administration Building
University of Manitoba
Winnipeg, Manitoba R3C 2G2

Wanda Wishard
M.C.C.A.
#1-884 Grosvenor Avenue
Winnipeg, Manitoba R3M 0N4

Marlene Woltman
Manitoba Department of Community
Services & Corrections
300 - 267 Edmonton Street
Winnipeg, Manitoba R3C 1S2

Sylvia Woodward
9 Pembroke Road
Winnipeg, Manitoba R2J 1T1

Emily Wooster
Pinawa Children's Place
Box 381
Pinawa, Manitoba R0E 1L0

Shirley Wright
1062 Autumnwood Avenue
Winnipeg, Manitoba R2J 1C7

Irmgard Wycisk
Sunny Mountain Day Care
377 Andrews Street
Winnipeg, Manitoba R2W 4T6

Patricia Wylynko
Knox Day Nursery Inc.
400 Edmonton Street
Winnipeg, Manitoba R3B 2M2

Arlene Young
Family Day Care
519 Rathgar Avenue
Winnipeg, Manitoba R3L 1G2

Barbara Young
Valley Gardens NASP Inc.
220 Antrim Road
Winnipeg, Manitoba R2K 3L2

SASKATCHEWAN

Diane Anderson
University Day Care
2746 Robinson Street
Regina, Saskatchewan S4T 2R6

Pat Atkinson
Saskatchewan Government
Employees Union
1440 Broadway Avenue
Regina, Saskatchewan S4P 1E2

Brenda Bagley
Student - Kelsey
312 - 27th Street West
Saskatoon, Saskatchewan S7L 0J6

June Barr
Cosmo Day Care
#8105 - 236 Fairmont Drive
Saskatoon, Saskatchewan S7M 4P5

Catherine Bettschen
Regina Public School Board
2337 Argyle Street
Regina, Saskatchewan S4T 3T4

Fiona Bishop
Saskatchewan Government Employees Union
1440 Broadway Avenue
Regina, Saskatchewan S4P 1E2

Ida Blum-Thomas
Kiddie Korner Day Care
Box 372
Creighton, Saskatchewan S0P 0A0

Marlene Bokshowan
Parents Day Care Co-op
15 Schwager Crescent
Saskatoon, Saskatchewan S7H 5C1

Margaret Bosshard
Spadina Day Care
315 A E Adams Lane
Saskatoon, Saskatchewan S7K 5N3

Geraldine Briggs
Ministry of State Canadian Wheat Board
#212-119 4th Avenue South
Saskatoon, Saskatchewan S7K 5X2

Deborah Bryck
Assistant Director, Day Care Branch
Saskatchewan Social Services
1920 Broad Street
Regina, Saskatchewan S4P 3V6

Veryl B. Coghill
Student-Kelsey Institute
Apt. #12, 412 Avenue B. North
Saskatoon, Saskatchewan S7L 1E4

Jacquie Collins
Cathedral Area Coop Day Care
2051 Cameron Street
Regina, Saskatchewan S4T 2V4

Jane Coombe
Canadian Congress on Learning Opportunities
1914 Hamilton Street
5th Floor, Tor-Dom Building
Regina, Saskatchewan S4P 4V4

Shauna-Lee Coons
University Day Care
Room 117 College West
University of Regina
Regina, Saskatchewan S4S 0A2

Cheryl L. Currie
Federated Co-operatives
401-22nd Street East
Box 1050
Saskatoon, Saskatchewan S7K 3M9

Donna Deibert
Child Care Worker Program
424 Central Avenue
Saskatoon, Saskatchewan S7N 2G1

Diedre Desmarais
Ducky Day Care Centre
1174 Robinson Street
Regina, Saskatchewan S4T 2M9

Nancy Dill
Kelsey Institute
Idylwyld Drive & 33rd Street West
Box 1520
Saskatoon, Saskatchewan S7K 3R5

Goria F. Dixon
Family Day Care
#1 Boyce Street
Regina, Saskatchewan S4R 6T6

Anne P. Dorion
Saskatchewan Advisory Council on Status of Women
Box 718
La Ronge, Saskatchewan S0J 1L0

Rosemarie Dueck
Action Childcare
132-112th Street
Saskatoon, Saskatchewan S7N 1T9

Deborah Eby
Campus Day Care Centre Inc.
1340 Avenue C.N.
Saskatoon, Saskatchewan S7L 1K8

Allison Ellard
University Day Care
906 North Hampshire Place
Regina, Saskatchewan S4X 2X6

Doreen Faubert
Rink Avenue Day Care
277 Coldwell Road
Regina, Saskatchewan S4R 4L4

Connie Feildel
Massey Road Day Care
1850 Parker Avenue
Regina, Saskatchewan S4S 4S2

Kathy Fenrich
Child Care Worker Student-
Kelsey Institute
#12-1121 Avenue D.N.
Saskatoon, Saskatchewan S7L 1N7

Donna Fischer
Downtown Childcare
261-3rd Avenue South
Saskatoon, Saskatchewan S7K 1M3

Cheryl Fitcyk
Satellite Family Day Homes
5220 - 51 Street
Lloydminster, Saskatchewan T9V 0P4

Arlene Franko
University Day Care
Faculty of Social Work
University of Regina
Room 117, College West Building
Regina, Saskatchewan S4S 0A2

Friends Together Childcare Co-op
801 Preston Avenue
Saskatoon, Saskatchewan S7H 2V2

Wanda Friesen
Child Care Worker
Kelsey Institute
Saskatoon, Saskatchewan

Pamela Fullerton
Regina Vocational
Counsellors
2024 Albert Street
Regina, Saskatchewan S4P 2T7

Lynn C. Gaertner
Child Care Worker Program
Kelsey Institute
Apt. #901, 125-5th Avenue North
Saskatoon, Saskatchewan S7K 6A5

Elizabeth George
Whitmore Park Child Care Co-op
2501 Grant Road
Regina, Saskatchewan S4S 5E7

Maureen Graham
Saskatoon Mental Health
165 3rd Avenue South
Saskatoon, Saskatchewan S7K 1L8

Debbie Hansen
Kelsey Student-CCW II
Box 128
Theodore, Saskatchewan S0A 4C0

Lillian Henderson
Southwest Day Care
1144 Monk Avenue
Moose Jaw, Saskatchewan S6H 4E6

Sandra Hornung
University Day Care
1247 Kramer Blvd
Regina, Saskatchewan S4S 5W5

Lorie J. Jansen
Federated Co-operatives Ltd
401-22nd Street East
Saskatoon, Saskatchewan S7K 3M9

Jackie Jeworski
Rink Avenue Day Care
277 Coldwell Road
Regina, Saskatchewan S4R 4L4

Monica Kachor
University Day Care
Room 117, College West
University of Regina
Regina, Saskatchewan S4N 0W4

Janice Kell
Action Childcare
Women's Division
Saskatoon, Saskatchewan

Patricia Lince
202-111 Street
Saskatoon, Saskatchewan S7N 1T2

Janet Mansfield
Little Tot Co-operative
5007-47 Avenue
Lloydminster, Saskatchewan S9V 0W5

Judy Martin
515 - 9th Street East
Saskatoon, Saskatchewan S7W 0A9

Robert J. McLaughlin
Cosmo Day Care Centre
Box 7826
Saskatoon, Saskatchewan S7K 4R5

Kathryn McNaughton
Kelsey Institute
Box 1520
Saskatoon, Saskatchewan S7K 3R5

Carol McPhee
Assistant Director
Ducky Day Care
97 McMurchy Avenue
Regina, Saskatchewan S4R 3G5

Melanie Medlicott
Cupe
3242 Milton Street
Saskatoon, Saskatchewan S7L 3X4

Sharon Miller
Friends Together Childcare
Co-op
801 Preston Avenue
Saskatoon, Saskatchewan S7H 2V1

Margaret Neil
Kelsey Institute
204 Poplar Crescent
Saskatoon, Saskatchewan S7M 0A6

Dayle Norman
Spadina Childcare Coop
1218 Colony Street
Saskatoon, Saskatchewan S7N 0S6

Kelley Oliver
Cathedral Area Coop
Day Care
2051 Cameron Street
Regina, Saskatchewan S4T 2V4

Carol A. Olson
Department of Northern
Saskatchewan
Box 5000
La Ronge, Saskatchewan S0J 1L0

Kathie Pendrigh
Massey Road Day Care
1850 Parker Avenue
Regina, Saskatchewan S4S 4S2

Betty Pickering
CUPE
Romm 200
2825 Saskatchewan Drive
Regina, Saskatchewan S4T 1H3

Joan Poole
University Day Care
1317-23rd Avenue
Regina, Saskatchewan S4S 3S4

Betty Procter
Little Tot Co-operative
Day Care
5007-47 Avenue
Lloydminster, Saskatchewan S9V 0W5

Myrna Rhinas
University Day Care
Room 117 College West
University of Regina
Regina, Saskatchewan S4S 0A2

Isobel Rice
Tiny Tot Child Care
2006 - 3rd Avenue East
Prince Albert, Saskatchewan S6V 2G1

Lynne Robertson
Saskatchewan Social Services
33 Stephenson Crescent
Saskatoon, Saskatchewan S7H 3L6

Julianna Robin
Student Kelsey Institute
1121 Avenue D.N.
Saskatoon, Saskatchewan S7L 1N7

Donna Sarauer
Federated Co-operatives Ltd
401 - 22nd Street East
Box 1050
Saskatoon, Saskatchewan S7K 3M9

Doreen D. Schinden
Saskatchewan Action Committee
Status of Women
Box 2235
Kindersley, Saskatchewan S0L 1S0

Paulina Selles
Mary Fisher Day Care
3479 Fairlight Drive
Saskatoon, Saskatchewan S7M 3Z3

Elaine Siba
Saskatoon Day Care Home
114 Campion Crescent
Saskatoon, Saskatchewan S7H 3T9

Marianne Siemens
Parents Day Care Co-op
1141-5th Street East
Saskatoon, Saskatchewan S7H 1H4

Gail Stevens
Saskatchewan Delegate Action
Child Care
238 Poth Crescent
Saskatoon, Saskatchewan S7M 4S7

Christine Sutton
Spadina Day Care
334 Vanier Crescent
Saskatoon, Saskatchewan S7L 5H8

Gwen Torgunrud
Action Child Care (Saskatchewan)
1815 Avenue D. North
Saskatoon, Saskatchewan S7L 1N3

Liz Troyer
Planning Department
Regina City Hall
2918 Hill Avenue
Regina, Saskatchewan S4S 0V8

Lori Tyberg
Kelsey
87-1128 McKercher Drive
Saskatoon, Saskatchewan S7H 4Y7

Bernadette Vangool
Parents Day Care Coop
1709 Ewart Avenue
Saskatoon, Saskatchewan S7H 2L1

Sandy Walker
Child Care Worker Kelsey
2415, 20th Street West
Saskatoon, Saskatchewan S7M 1B3

Dorothy Watson
Normanview Day Care Corporation
#104-34 Nollet Avenue
Regina, Saskatchewan S4T 7P9

Karla Websdale
Kelsey Institute
344 McMaster Crescent
Saskatoon, Saskatchewan S7H 4E6

Carol Welsh
Ducky Day Care Society
947 Rowell Crescent
North Regina, Saskatchewan S4X 2A5

Kay Wilson
Saskatchewan Working Women
1619-8th Street East
Saskatoon, Saskatchewan S7H 0T2

Alvera Jane Wolf
Child Care Centre Coop
101 College Avenue East
Regina, Saskatchewan S4N 0V5

Arlene Woykin
Kelsey Student of Child Care
102 Tache Crescent
Saskatoon, Saskatchewan S7L 5G1

ALBERTA

Ami Armit
Department of Social Services
& Community Health, Government
of Alberta
10th Floor, 7th Street Plaza
Edmonton, Alberta T5J 3E4

Sandra J. Baker
Jack & Jill Day Care
Musgrave, Alberta B0J 2L0

Kathy Barnhart
City of Red Deer Day Care
Services
Box 246
Red Deer, Alberta T4N 5E8

Patricia Bosire
City of Calgary Social Services
Bridgeland Day Care
736 Memorial Drive North East
Calgary, Alberta T2E 2W6

Linda Boyco
Inspiration Childcare Centre
10217 - 160 4th Avenue
Edmonton, Alberta

Sheila Campbell (Dr)
Private Day Care
51109 Range Road #210
Sherwood Park, Alberta T8G 1E6

Mary Carlson
Carlson Child Care Centre
1439 17th Avenue South East
Calgary, Alberta T2G 1J9

Penny Christoffersen-Clark
53320 Rangerd Street
Ardrossan, Alberta T0B 0E0

Garry Chrusch
Edmonton Social Services
#108-2311-119 Street
Edmonton, Alberta T6J 4E2

Susan Costea
Day Care City Medicine Hat
202-5th Avenue South East
Medicine Hat, Alberta T1A 2P8

Michael Day
Box 18, Site 1
RR#3,Rocky Mountain House
Alberta T0M 1T0

Susan Donnelly
Grant Amcewan Day Care
7319 - 29th Avenue
Edmonton, Alberta T6K 2P1

Sherri Dowler
Early Childhood Development
Department
9503-123 Avenue
Grande Prairie, Alberta T8V 5Y4

Barbara Duffy
Fulton Child Care Centre
5910-103 Avenue
Edmonton, Alberta T6A 3X9

Heather Evasiuk
Keyano College
13-8820 Franklin Avenue
Fort McMurray, Alberta T9H 3N2

Marg-Anne Ford
South Edmonton Child Care
Centre
10541-60 A Avenue
Edmonton, Alberta T6H 1K4

Colleen Friendship
Glengarry Day Care
564 - 14915 - 107 Street
Edmonton, Alberta T5P 0X8

Cynthia J. Gereluk
Alberta Government Employee
11112-38 Avenue
Edmonton, Alberta T6J 0K9

Heather Gordon
Alberta Vocational Centre
Child Development Unit
10215-108 Street
Edmonton, Alberta T5J 1L6

Audrey Griffiths
Day Care Branch
Alberta Social Services &
Community Health
5th Floor, South Tower
7th Street Plaza, 10030-107 Street
Edmonton, Alberta T5J 3E4

Myreene Harvey
City of Fort McMurray
42 Riedel Street
Fort McMurray, Alberta T9H 3E1

Jim Hirsch
Alderman - City of Medicine Hat
533 1st Street South East
Medicine Hat, Alberta T1A 0C5

Alice Hogan
Day Care Management Board
Box 246
Red Deer, Alberta T4N 5E8

Norma Jean Hogg
Calgary YMCA
332-6th Avenue South West
Calgary, Alberta T2G 4V1

Maritta Horchower
Dover Day Care Parent
P.O. Box 423, Station J
Edmonton, Alberta T5J 2K1

Melane Hotz
Day Care Branch
Alberta Social Services &
Community Health
5th Floor, South Tower
7 Street Plaza, 10030-107 Street
Edmonton, Alberta T5J 3E4

Sharon D. Hovan
Learning Tree Day Care
Parent
104 Newton Drive
Penhold, Alberta TOM 1RO

Thomas W. Hovan
Learning Tree Day Care
Centre
104 Newton Drive
Penhold, Alberta TOM 1RO

Mary Hull
Community Day Nursery
9641-102A Avenue
Edmonton, Alberta T5H 0G3

Brenda Jackson
A Small World Day Care
8119 - 169B Street
Edmonton, Alberta T5R 2X8

Jacquie Kallal
10227-130th Street
Edmonton, Alberta T5N 1X4

Susan Keeley
Cupe Local 38
104-13th Avenue South East, Apt.#2
Calgary, Alberta T2G 1B2

Laura Lee Kent
Oliver Day Care Society
10530-138 Street
Edmonton, Alberta T5N 2J5

Jake Kuiken
City of Calgary
P.O. Box 2100
Calgary, Alberta T2P 2M5

Valeta Lang
Primrose Place Day Care
Centre
10619 - 144th Street
Edmonton, Alberta T5N 2V8

Jennifer Lowndes
Mount Royal College Day Care
Centre
4825 Richard Road South West
Calgary, Alberta T3E 6K6

Sharon Lyons
Westlock Community Day Care
Centre
Box 1857
Westlock, Alberta TOG 2LO

Tina Maio-Penegelly
Fulton Child Care
5910-103 Avenue
Edmonton, Alberta T6A 3X9

Cheryle Marsh
Oliver Community School
Care
10326-118th Street
Edmonton, Alberta T5K 2K9

Cathie McCreary
822-68 Avenue South West
Calgary, Alberta T2V 0N4

L. Mudge
Devon Day Care
3 Windsor Crescent South West
Calgary, Alberta T2V 1V4

Karen Munro
Student Union Day Care
Centre
502 Michener Park
Edmonton, Alberta T6H 4M5

Jean Nakonechny
Grant MacEwan Day Care
Centre
7319-29 Avenue
Edmonton, Alberta T6K 2P1

Mrs D. Nielsen
Churchill Park Family Day
Home Project
3507A - 17 Avenue South West
Calgary, Alberta T3E 0B6

Judy Padua
Clifford E. Lee Foundation
570 Sun Life Place
10123-99th Street
Edmonton, Alberta T5J 3H1

Lynne Patching
Meyonohk School
10956-75 Avenue
Edmonton, Alberta T6G 0G9

Patti Penner
Whithfield Day Care
3644-39 Street North East
Calgary, Alberta T1X 5H6

Diana Prestidge
Thornhill Day Care Society
6617 Simons Valley Drive North West
Calgary, Alberta T2K 4Y5

Neil Procter
Family & Community Support
Service
5220 - 51st Street
Lloydminster, Alberta S9V 1B9

Deborah A. Quigley
Grant MacEwan Day Care
7950 - 91st Avenue
Edmonton, Alberta T6C 1R1

Eva (Nowlan) Roche
Instructor
Early Childhood Development
Grant MacEwan Community College
7319 - 29th Avenue
Edmonton, Alberta T6K 2P1

Leslie Roll
Box 1797
Fairview, Alberta T2P 2L8

Evelyn Ross
United Way of Calgary
120 - 13th Avenue South East
Calgary, Alberta T2G 1B3

Jean Ross
C.U.P.E.
7815 - 34th Avenue North West
Calgary, Alberta T3B 1P2

Rose Ryan
Children's Choice Day Care
2770 - 32 Avenue North East Apt. #20
Calgary, Alberta T1Y 5S5

Diane Scherdtel
Lakeland College - E.C.D. Program
Vermilion Campus
Vermilion, Alberta T0B 4M0

Paddi Solem
Director Child Care Services
Strathcona Family &
Community Services
590 Broadmor Blvd.
Sherwood Park, Alberta T8A 4M9

Dr. Lois M. Stanford
Student Union Day Care Centre
8917-112 Street
Edmonton, Alberta T6G 2C5

Andrea Sutherland
Little People's Day Care Ltd.
117 Parmenter Bay
Fort McMurray, Alberta T9K 1Z4

Linda Tallas
Early Childhood Department
Box 5005
Red Deer College
Red Deer, Alberta T4N 5H5

Pam Taylor
Grant MacEwan College
7503 - 110 Avenue
Edmonton, Alberta T5B 0A2

Jackie Trow
Dover Family Day Homes
52 Dovercrest Way
Calgary, Alberta T2B 2L9

Janie Urbauer
Wetaskiwin Day Care Centre
5720 - 47 Street
Wetaskiwin, Alberta T9A 2R2

Prosho Ursula
1921 - 24 Avenue North West
Calgary, Alberta T2M 1Z4

Erma Van Havere
Box 246
Red Deer, Alberta T4N 5E8

Janis Vrabec
Day Care Services City of
Medicine Hat
202-5 Avenue South East
Medicine Hat, Alberta T1A 2P8

Marion Walls
10411-136 Street
Edmonton, Alberta T5N 2E7

Marian Warwick
Student Union Day Care
Centre
8917-112 Street
Edmonton, Alberta T6G 2C5

Alice Weaselchild
Day Care Director
Box 187
Gleichen, Alberta T0J 1N0

Derwyn Whitbread
Alta Status of Women
Action Committee
10915 - 123 Street
Edmonton, Alberta T5M 0C8

Darlene Wilhelm
Community Day Nursery
9641 - 102A Avenue
Edmonton, Alberta T5H 0G3

Julie Wilson
City of Calgary
Box 2100 (116)
Calgary, Alberta T2P 2M5

Carolyn Winter
Glengarry Day Care Centre
Edmonton Social Services
13315 - 89 Street
Edmonton, Alberta T5E 3K3

Jennifer Wolfe
Grant MacEwan College
7319 - 29 Avenue
Edmonton, Alberta T6K 2P1

Sharon Zahara
Early Childhood Development
Department
10109 - 105 Avenue
Grande Prairie, Alberta T8V 1H3

BRITISH COLUMBIA

Tunya Audain
2267 Kings Avenue
West Vancouver, B.C. V7V 2C1

Ruth Beardsley
Y.W.C.A.
12785 Crescent Road
Surrey, B.C. V4A 2V6

Karen Brandolini
Family Day Care Association of
British Columbia
5373 Meadedale Drive
Burnaby, B.C. V5B 2E6

Emily A. Campbell
Children's Centre
Simon Fraser University
3949 West 37th Avenue
Vancouver, B.C. V6N 2W4

Carmela Ceraldi
2320 Dauphin Place
Vancouver, B.C. V5B 4H1

Kay Charbonneau
James Bay Child Care Society
22-130 Dallas Road
Victoria, B.C. V8V 1A3

Susan Christie
12785 Crescent Road
Surrey, B.C. V4A 2V6

Rita Chudnovski
3241 Dieppe Road
Vancouver, B.C. V5M 4B8

Gloria Cleve
South Place Community Resources
Society
Box 744
Dawson Creek, B.C. V1G 4H7

Nevione Crawford
Sparwood Community Care
Society
Box 1264
Sparwood, B.C. V0B 2G0

Malcolm Crockett
N.D.P.B.C.
517 East Broadway
Vancouver, B.C. V5T 1X4

Sheila Davidson
12582-18th Avenue
Surrey, B.C. V4A 1V8

Sandrine Dion
North Shore Day Care
2412 Carmaria Court
North Vancouver, B.C. V7J 3M4

Kathryn Feeney
Britannia Community Services
Board of Management
2004 Kitchener Street
Vancouver, B.C. V5L 2W8

Deanna Fretwell
University of Victoria
200 - 1138 View Street
Victoria, B.C. V8V 3M1

Alice Frith
Renfrew Day Care Centre
3917 Boyd Diversion
Vancouver, B.C. V5R 2C5

Melanie Gillan
Britannia Community Services
Centre
103-9444 Cameron Street
Burnaby, B.C. V3J 1M1

Myrna Granberg
Williams Lake Day Care Centre
660 - North Second Avenue
Williams Lake, B.C. V2G 4C4

Sandi Griffin
Okanagan Branch of B.C.
Preschool Teachers'
Site 8, Comp. 6, R.R.1
Winfield, B.C. V0H 2C0

Linda Hanna
2 - 117 Simcoe Street
Victoria, B.C. V8V 1K5

Brenda Hula
Prince George Day Care
Society
Box 226
Prince George, B.C. V2L 4S1

Linda Kusz
University of Victoria
Day Care
Box 1700
Victoria, B.C. V8W 2Y2

Aline Lacey
Langley Family Services
5339-207th Street
Langley, B.C. V3A 2E6

Catherine Lebredt
Klee Wyck Children Centre
Box 551
Tofino, B.C. V0R 2Z0

Thelma Lindsay
Britannia Community Services
Centre
1661 Napier Street
Vancouver, B.C. V5L 4X4

Lucille MacKay
Day Care Services
P.O. Box 1700
University of Victoria
Victoria, B.C. V8W 2Y2

Hilarie McMurray
Vancouver Status of Women
400 A West, 5th Avenue
Vancouver, B.C. V5Y 1J8

Janis Moran
Comox Valley Children's
Day Care
1800 Noel Avenue
Comox, B.C. V9N 5R1

Collen O'Dowd
U-Vic Day Care Services
16 Howe Street
Victoria, B.C. V8V 4K3

Mab Oloman
UBC
Child Care
Hut 88
2727 Acadia Road
Vancouver, B.C. V6T 1S1

Dr. Alan Pence
Assistant Professor
University of Victoria
School of Day Care
P.O. Box 1700
Victoria, B.C. V8W 2Y2

Gillian Pepper
U-Vic Day Care Services
P.O. Box 1700
University of Victoria
Victoria, B.C. V8W 2Y2

Dr. Hannah Polowy
University of B.C.
Faculty of Education
Vancouver, B.C. V6T 1W5

Jillian Ridington
National Association of Women & The Law
3464 West, 27th Avenue
Vancouver, B.C. V6S 1P6

Mary Lynne Rimer
Kids' Place Early Childhood Centre
321 Stevens Road
Box 11, RR#7
Victoria, B.C. V8X 3X3

Selma D. Sheldon
Selkirk College
Box 1200
Castlegar, B.C. V1N 3J1

Laura Sing
Malaika Day Care-SFU
21604 Spring Crescent
Maple Ridge, B.C. V2X 4M6

Carol Tario-Bobick
University of Victoria Daycare Services
7217 Seamount Close
Victoria, B.C. V0S 1M0

Agnes Thompson
10771 Aintree Crescent
Richmond, B.C. V7A 3V2

Thelma Varcoe
B.C. PreSchool Teachers Association
21077 Edgedale Avenue
Maple Ridge, B.C. V2X 1Y2

Doris Vella
LMNH Child Development
654 East 7th Avenue
North Vancouver, B.C. V7L 1S4

Line Wolff
B.C. Task Force on Immigrant Women
1150 Jervis Street, Apt.#503
Vancouver, B.C. V6E 2C8

Ellen Woodsworth
1426 Napier Street
Vancouver, B.C. V5L 2M5

YUKON

Lynne Bowie
Dawson Child Care Association
Box 156
Dawson City, Yukon Y0B 1G0

Carol Christian
Box 5001
Whitehorse, Yukon Y1A 4S2

Susan Dennehy
Department of Human Resources
Box 2703
Whitehorse, Yukon Y1A 2C6

Inga Gordon
Child Care Centre
312 Strickland Street
Whitehorse, Yukon Y1A 2K1

Diane Gow
Mickey Mouse Day Care
4051-5th Avenue
Whitehorse, Yukon Y1A 1H1

Karen McCann
Dawson Child Care Association
Box 614,
Dawson City, Yukon Y0B 1G0

Larri-June Miller
Yukon Day Care Association
312 Strickland Street
Whitehorse, Yukon Y1A 2K1

Marian Wheelton
Wheelton Day Care
8146-8th Avenue
Whitehorse, Yukon Y1A 1S3

NORTHWEST TERRITORIES

Christina Allerston
Y.K. Day Care Association
Box 2405
Yellowknife, N.W.T. X1A 2P8

Rosemary Cairns
Yellowknife Day Care Association
Box 2493
Yellowknife, N.W.T. X1A 2P8

Judy Fudge
P.O. Box 2103
Inuvik, N.W.T. X0E 0T0

Marianne J. Moll
Box 2695
Yellowknife, N.W.T. X0E 1H0

Catherine K. Moore
Home Management Adult Education
Government of N.W.T.
Box 730
Frobisher Bay, N.W.T. X0A 0H0

Jennifer Neil
YWCA
Box 1058
Yellowknife, N.W.T. X1A 2N8

Joanne Thomas
Cambridge Bay, N.W.T X0E 0C0

UNITED STATES

Louis Edelman
National Association Childcare Management
1800 MST. North West
Washington D.C.

Ann Muscari
National Association for Childcare
1800 MST. North West
Washington, D.C.

ADDITIONAL DELEGATES

Laura Jackson
Field Representative and Early Childhood Worker
Memorial University Extension Service
Goose Bay, Labrador

Melba Rabinowitz
Program Director
Daybreak Parent-Child Centre
St. John's, Newfoundland

Alan Burpee, Director
YMCA
301 Vaughan Street
Winnipeg, Manitoba R3B 2N7

Mary Jones
Beginnings Pre-school
Brandon, Manitoba

Kally Kennedy, Professor
Department of Physical Education
University of Manitoba
Winnipeg, Manitoba R3T 2N2

Bev Klassen
Beginnings Pre-school
Brandon, Manitoba

Catherine McNeil
Home Economics Directorate
Manitoba Department of Health
831 Portage Avenue
Winnipeg, Manitoba R3G 0N6

Maureen Penko
Speech Pathologist
Speech and Hearing Clinic
Health Sciences Centre
700 William Avenue
Winnipeg, Manitoba R3E 0Z3

Gina Plewes
C.H.M.R.
Winnipeg, Manitoba

Aleda Turnbull
Social Services Administrator
Children's Aid Society,
Eastern Manitoba
123-B Marion Street
St. Boniface, Manitoba R2H 0T3

David Wetherow, Director
Canadian Association for the
Mentally Retarded
Suite 809
259 Portage Avenue
Winnipeg, Manitoba R3B 2A9

Jo Mansen
Alvin Buchwald Centre
Saskatoon, Saskatchewan

Lora Lea Brommeland
General Manager
It's a Child's World
500 River Crest Cr.
St. Albert, Alberta

List Total: 756 Delegates

APPENDICES

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APPENDIX A

Provincial Day Care Requirements

- Nutritional Requirements
- Space Requirements
- Minimum Staff/Child Ratios

SEPTEMBER 1982

NATIONAL DAY CARE INFORMATION CENTRE
Health and Welfare Canada

NUTRITIONAL REQUIREMENTS

PROVINCE	NUMBER OF MEALS/SNACKS FOR GIVEN PERIODS OF TIME	COMMENTS
B.C.	< 4 hours - 1 snack > 4 hours - 1 snack & 1 meal > 6 hours - 2 snacks & 1 meal Meal = 1/3 of child's daily needs	Food has to conform with the Canadian Dietary Standards, taking into consideration the child's age, food preferences and cultural background.
ALTA.	Not Specified	Meals and snacks of adequate quality and quantity at appropriate times in accordance with the needs of each child. Menus have to be posted. Special diets for medical or other reasons served.
SASK.	< 4 hours - 1 snack > 4 hours - 1 snack & 1 meal > 6 hours - 2 snacks & 1 meal	Meals and snacks have to be nutritious. Foods required for special diets prepared and served. There cannot be more than a four-hour interval between meals.
MAN.	For every 4 hours of attendance 1 hot lunch & 1 nutritional snack.	City of Winnipeg Licence by-law requirement--no regulations exist.
ONT.	> 6 hours (2-6 years)--a full-course hot meal. > 6 hours (6-10 years)--a hot meal. 2 years & over--snack at midmorning and midafternoon.	Children under two years of age are fed in accordance with the parent's written instructions. Food has to be nourishing.
QUE.	Not Specified	Food has to follow the Nutrition Guide of Office des services de garde à l'enfance. Special diets provided if prescribed. Menus must be posted.
N.B.	< 4 hours - 1 snack > 4 hours - 1 snack & 1 meal > 6 hours - 2 snacks & 1 meal	Daily notation of food intake of children < 18 months required. Meals and snacks have to be nutritious.
N.S.	1 meal if child in care during regular meal periods, and 2 snacks per day. Meal = 1/3 of daily nutrient requirements for that age group.	Menu planning, food preparation and service must be supervised by a person with knowledge of the nutritional needs and eating habits of young children. Meals have to be nutritious and adequate.
P.E.I.	5 hours - 1 snack 5 - 9 hours--1 meal & 2 snacks 10 hours--2 meals & 2 snacks	Menus have to be posted. During bottle feeding, each infant has to be held. Meals and snacks have to be in accordance with Canada Food Guide.
NFLD.	Full day care provides a nutritional mid-day meal and 2 snacks. A light supper after 6 p.m.	Menus planned at least one week in advance. Meals and snacks have to be in accordance with Canada's Food Guide.
YUKON	Not Specified	The operator has to ensure the provision of nourishing food of adequate quality and quantity for the needs of the children.
N.W.T.	Not Specified	Nourishing foods of adequate quality and quantity for the needs of the children, in consultation with the parents. (This is a guideline--no regulations exist.)

NOTE: In most provinces the food can be provided by either the centre or the parent. However, most centres provide the specified food requirements. In Ontario and Nova Scotia it is compulsory for facilities to provide the food.

SPACE REQUIREMENTS - PER CHILD

PROVINCE	INDOOR	OUTDOOR	MEASUREMENT OF INDOOR SPACE
B.C.	$3m^2$ ($32.5ft^2$)	$7m^2$ ($75ft^2$) Fenced	Excludes hallways, built-in storage, bathrooms.
ALTA.	$3m^2$ ($32.5ft^2$)	<19 mos: $2m^2$ ($22ft^2$) 19 mos-6 yrs: $4.5m^2$ ($48 ft^2$) Fenced	Excludes stairwells, storage, staffroom, kitchen, office. Includes hallway and ½ of washroom. Ceiling not less than 2.3m (25 ft.) high.
SASK.	Pre-school: ($3.25m^2$) 35 ft^2 School age: ($2.3m^2$) 25 ft^2	Suitable, safe outdoor play space.	Excludes storage, kitchen, washroom, office, hallways, lockers, closets.
MAN.	($2.3m^2$) 25 ft^2	($7m^2$) 75 ft^2	Excludes hallways, kitchen, washrooms, closets
ONT.	(2.75m2) 30 ft^2 and 250 ft^3 of air space	<2 yrs. ($3.7m^2$) 40 ft^2 2-6 yrs. ($5.5m^2$) 60 ft^2 6-9 yrs. ($7m^2$) 75 ft^2	Excludes washrooms, office, staffroom, storage, kitchen.
QUE. (1)	< 18 mos: $3m^2$ (32.5 ft^2) >18 mos: $2.75m^2$ (30 ft^2)	$4m^2$ (43 ft^2) (fence 1.5m (4 ft) high)	Excludes hallways, stairs, storage, kitchen, staffrooms, washrooms.
N.B.	($3.25m^2$) 35 ft^2	Sufficient safe space to accommodate 50% of children in the centre.	Excludes hallways, washrooms, lockers, kitchen.
N.S.	$2.75m^2$ - 30 ft^2	($5.5m^2$) 60 ft^2 (fence 1.5m (4 ft) high)	Excludes kitchen, hallways, cloakrooms, offices.
P.E.I.	($3.25m^2$) 35 ft2	($7m^2$) 75 ft^2	Excludes kitchen, entrances, hallways, storage, bathrooms, office, staffroom.
NFLD.	$3.3m^2$ (35.5 ft^2) and $2.3m^2$ (25 ft^2) sleep & isolation area.	safe, suitable and easily supervised play space.	Excludes kitchen, entrances, hallways, staffroom, storage, bathrooms, office. In centres located at subterranean level--a separate sleep/isolation area.
YUKON	$4m^2$ (43 ft^2) net floor space; 2.3m (25 ft) ceiling.	$5m^2$ (54 ft^2)	Includes areas used for play, eating, activity and sleeping.
N.W.T.			NO REQUIREMENTS

NOTE: (1) - L'Office des services de garde à l'enfance has proposed the following INDOOR space requirements:
< 18 mos. $5.5m^2$ (60 ft^2)
>18 mos. $2.75m^2$ (30 ft^2)

MINIMUM STAFF/CHILD RATIOS BY AGE OF CHILD

RATIOS Staff/Child	(1) B.C.	(2) ALTA.	(3) SASK.	MAN.	(4) ONT.	(5) QUE.	N.B.	(6) N.S.	P.E.I.	(7) NFLD.	YUKON	N.W.T.
1:3		0-18m			(4)		2m-24m		0-2y			
1:4	18m-3y			0-2y	(4)				mixed under 3y			
1:5		19m-35m	18m-30m		(4)		2m & 3y		2y			0-18m
1:6										2y & 3y	0-2y	18m-36m
1:7					(4)	0-2y		-5y				
1:8	3y & up	3y-4y		2y-5y	(4)					3y-sch.	2y-6y	
1:9					(4)							36m-6y
1:10		5y	30m-6y			2-10y	4y & 5y		3y & 4y			
1:11									mixed over 3y			
1:12												
1:15			5y-12y	6y-12y		5 & up	6y-12y	5y& up	7y & up	sch.age&up		6y-12y

NOTES:

(1) Regulations do not permit group day care for children under 18 months. Maximum centre size for children 3 years to school age is 75, and 36 for children under 3 years. The maximum group size for children under 3 years is 12; and for 3 years to school age, 25.

(2) Maximum centre size: 80. Maximum group size for children 0-18 months = 6; 19-35 months = 10; 3-4 years = 16; and for 5 years = 20.

(3) Maximum centre size = 60.

(4) The following ratios apply:

	No. of Staff	Ratio
Up to 10 children, under 18 mos.	3	1:3.3
Up to 14 children, 18-24 mos.	3	1:4.7
Up to 15 children, 2-4 yrs.	3	1:5.0
16 to 34 children, 2-4 yrs.	4	1:8.5
35 to 45 children, 2-4 yrs.	5	1:9.0
Up to 25 children, 5 yrs. old	3	1:8.3
26 to 35 children, 5 yrs. old	3	1:7.0
26 to 45 children, 5 yrs. old	4	1:9.0

Maximum number of children per room--babies, 10; 18-24 mos., 14; 2 yrs. to school age, 25; school age, 30.

MINIMUM STAFF/CHILD RATIOS BY AGE OF CHILD (Continued)

(5) L'Office des services de garde à l'enfance has proposed the following staff/child ratios: 0-13 months, 1:5; 18 months to 5 years, 1:8; and 5 years and older, 1:15. Maximum centre size, 60.

(6) Maximum group size 25 children.

(7) Regulations do not allow group day care for children under 2 years. Maximum centre size is 50. There cannot be more than one centre per building/dwelling.

APPENDIX B

Day Care Spaces In Canada - 1982

NATIONAL DAY CARE INFORMATION CENTRE
Health and Welfare Canada

DAY CARE SPACES IN CANADA - 1982

The following is a brief summary of full-time day care spaces in Canada that was obtained with the collaboration of the provincial day care officials and with officials in the municipalities of Edmonton and Calgary.

Data Limitations:

Alberta was unable to release their day care data except to provide the total number of centres. Consequently, alternate methods of estimating the extent of day care in Alberta had to be developed.

British Columbia, due to a recent computerization program, was able to provide preliminary data with the caution that the data might require some revisions.

Some provinces could not provide the exact breakdown of spaces by age of children. In these instances, estimates based on expert opinion were utilized.

Although it would be desirable to have Alberta's official figures, and to make more exact some of the other data, it was felt that the value of having the data available for the (2nd) Canadian Conference on Day Care outweighed the benefits that might incur from waiting for possibly more accurate data.

	Centres	Centre Spaces		Family Day Care Spaces	
	1982	1980	1982	1980	1982
B.C.	985	8,768	11,005	4,500	4,942
ALTA.	364	15,823	16,872*	581	1,200**
SASK.	73	2,496	2,832	999	233
MAN.	176	4,460	6,775	481	1,038
ONT.	863	36,283	42,062	4,262	5,354
QUE.	481	23,733	22,701	60	1,580
N.B.	49	2,649	2,355	--	--
N.S.	109	2,675	3,955	--	60
P.E.I.	23	600	445	20	20
NFLD.	20	491	533	--	--
TOTALS	3,143	97,978	109,535	10,903	14,427

Comments -

Estimates for Alberta were calculated on the following basis:

- *In 1980, Alberta reported 330 centres serving 15,823 children. This averaged 48 children per centre. In 1982, Alberta reported 364 centres which multiplied by 48 comes to 16,872. This may be a fairly accurate estimate, as the average size of centres as calculated by data provided by Edmonton officials was 49.

-**The Family Day Care spaces were estimated by provincial officials.

- The table indicates that total centre spaces increased over 1980 by 11,557 or 11.8%.

- Family Day Care spaces increased by 3,524 or 32.3%.

- The combined increase was 15,081 or 13.9%.

CENTRE SPACES BY AUSPICES

	Public		Non-Profit		Commercial	
	1980	1982	1980	1982	1980	1982
B.C.	--	--	6,238	7,336	2,530	3,668
ALTA.	921	300	4,930	2,231	9,972	14,341
SASK.	--	--	2,407	2,718	89	114
MAN.	--	--	3,126	5,429	1,334	1,397
ONT.	7,574	5,677	10,714	18,102	17,995	17,211
QUE.	--	--	18,910	19,216	4,823	3,485
N.B	--	--	1,300	1,363	1,349	992
N.S.	--	--	2,080	2,330	595	1,625
P.E.I.	--	--	150	214	450	231
NFLD.	--	--	136	136	355	397
TOTALS	8,495	5,977	49,991	59,075	39,492	43,461

Comments -

- British Columbia's breakdown by auspices is based on an estimate by a day care official and is subject to revision as the data becomes available.

- Data provided by day care officials of the City of Edmonton and discussions with Calgary officials indicate that at least 85% of the day care spaces in these two municipalities are under

commercial auspices. Day care in these two cities account for two-thirds of Alberta's day care spaces. A Calgary official stated that all new growth in Calgary over the past couple of years has been in the commercial sector. Furthermore, most of the recent centres have been built with capacities at or close to the maximum allowed by the province, which is 80 spaces. In addition, given that Edmonton and Calgary have traditionally supported the non-profit sector, the total provincial estimate of 85% for the commercial sector may prove too low.

The overall Canadian percentages regarding auspices comparing 1980 and 1982 are as follows:

	1980	1982
Public Centres	8.65%	5.5%
Private non-profit	51.13%	54.0%
Commercial	40.22%	40.0%

It should be noted that in previous years, the private, non-profit category was broken down by community board operated centres and parent co-operatives. However, provinces found it extremely difficult to actually discriminate between the two, and it was decided to combine them into one category. Saskatchewan continues to only license and subsidize parent co-operatives.

The percentage in Canada of non-profit and commercial centres has remained basically unchanged. However, provincial differences are evident with Saskatchewan and Alberta representing the two extremes. If the day care spaces for Alberta, Saskatchewan, and Ontario were ignored, the ratio in the rest of Canada would be 75% non-profit.

AGES OF CHILDREN REGISTERED IN DAY CARE CENTRES AND FAMILY DAY CARE HOMES - 1982

	Centre Spaces			Family Day Care Spaces		
	Under 2	2 - 6	6 & Over	Under 2	2 - 6	6 & Over
B.C. *	261	7,529	3,216	1,960	2,688	300
ALTA.**	1,200	14,072	1,600	340	660	220
SASK.	0	2,422	410	53	80	100
MAN.	100	5,250	1,476	300	538	200
ONT.	4,088	35,840	2,134	1,256	2,214	1,884
QUE.	3,178	18,842	681	874	247	459
N.B. *	589	1,506	260	0	0	0
N.S.	100	3,350	505	15	24	21
P.E.I.	16	429	0	1	18	1
NFLD.	0	533	0	0	0	0
TOTALS	9,532	89,773	10,282	4,799	6,469	3,185

Comments -

- *British Columbia and New Brunswick were unable to estimate breakdown by age, and agreed that utilizing the same ratio as held for 1980 would likely be fairly accurate.

-**For Alberta, the same method as previously discussed to estimate the total number of spaces was used, and then this total was reapportioned by the same ratio that held true in 1980.

In terms of a national composite, the following is a comparison between 1980 and 1982:

Age	1980		1982	
	% of Centre Spaces	% of Family Day Care Spaces	% of Centre Spaces	% of Family Day Care Spaces
Under 2	5.38%	33.33%	7.8%	33.29%
2 - 6	79.94%	47.56%	82.7%	44.80%
6 & Over	14.68%	21.11%	9.8%	22.00%

It is estimated that in 1982 there were 286,000 children under the age of two whose mothers were in the labour force. On the basis of these estimates, there are 4.66% of these children receiving centre or family day care services. This compares with 3.80% in 1980.

It is estimated that in 1982, there were 664,000 children aged two to six of working mothers.(1) The data indicates that 14.36% of these children are enrolled in day care services. This compares with 15.77% in 1980.

(1) These figures were estimated by the Women's Bureau, Labour Canada.

Howard Clifford
September, 1982.

OTHER PUBLICATIONS FROM CCSD

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1983.
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Karen Hill
Program Director
Canadian Council on Social Development

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Author David Ross produces new evidence and validates previously identified concerns on the definition of poverty. What is poverty and who is poor. The research which updates the previous 1975 and 1979 CCSD reports dramatically informs the reader on the state of poverty in Canada
David Ross, 1982.
120 pp. $7.95.

Native Children and the Child Welfare System
This book is the culmination of a two-year research and advocacy project. It presents updated statistics on the number of children in Canada living in the care of child welfare authorities and explains why such a disproportionately large number are Native-Indian Métis and Inuit. The book discusses the implications of this phenomena for Native Children, families, communities and culture and discusses a variety of changes which may reduce the number of Native children who need to be taken into care.
Patrick Johnston, 1983.
196 pp. $ 9.95.

Women and Housing
This report presents the appropriate social context in which analysis and construction of a statistical profile of Canadian women using the most recent national data sources available are made of women's needs as housing consumers. The profile includes family and household composition, the income position of women by age and type of household, labour force participation and responsibility for children, as well as housing tenure status, housing condition and shelter cost for women by type of household.

Using this background information as a point of departure the authors demonstrate through a review of selected Canadian housing and planning literature that the current position of women as consumers and their specific housing needs were unfortunately not clearly acknowledged or identified in the research, analysis, planning and program development that preceded housing policy changes over the 1970s. Recommendations are made as to how to remedy this situation and what areas need further investigation and analysis.
Janet McClain and Cassie Doyle
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$3.95.

"Deals with a subject of central importance in Canadian studies and women's studies. At the moment, nothing comparable exists in print . . ."
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DAY CARE SPACES IN CANADA 1973-82

DAY CARE GROWTH HAS SLOWED

The growth of licensed day care spaces in Canada has slowed down in the past two years. The number of licensed or supervised day care spaces increased by 6.8 per cent per year, 1980-82, compared to a 16.3 per cent increase one year earlier, 1979-80.

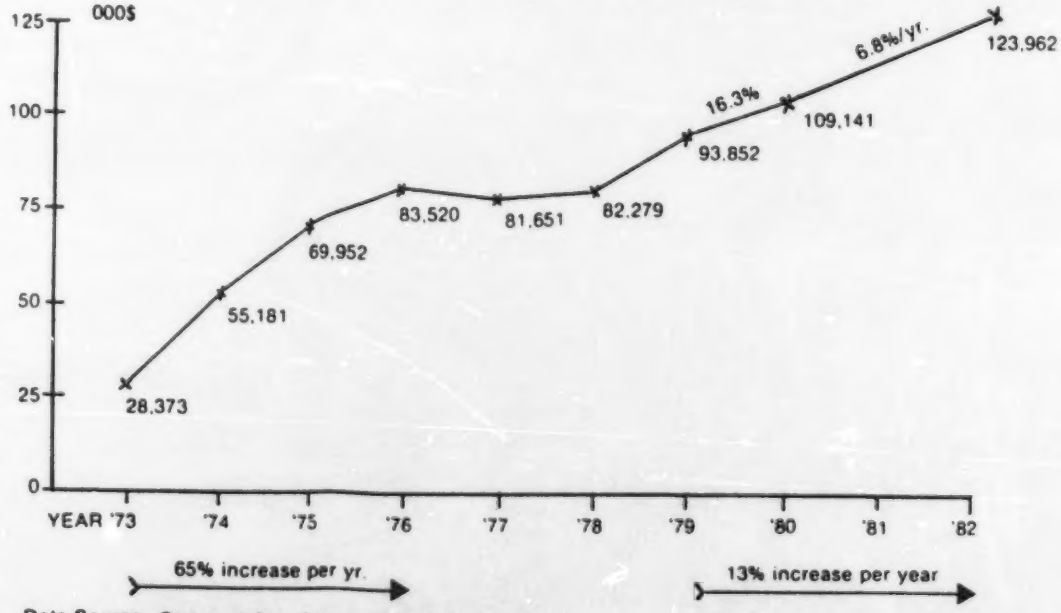
As the accompanying chart shows, the day care spaces increased by two-thirds (65%) each year 1973-76, did not grow 1976-78, then resumed growth at a significantly reduced rate of 12 7 per cent per year, 1979-82.

The mid-seventies witnessed the heyday, the late seventies a moratorium, and the early 1980s a modest improvement to day care.

In 1981 in Canada 54.1% of all mothers with children under 16 years of age were either working or seeking work; this included 49.5% of all mothers with youngest child under 3 years of age (Statistics Canada, Labour Force Survey Division, unpublished data). This marked increase in labour force participation by young mothers has hardly been matched by a significant growth in licensed day care in the early 1980s.

It is very safe to assume that more than 1-in-10 working mothers would rather place her child in licensed or supervised day care. Access to affordable and high quality day care should become more a priority in the mid-eighties as it was in the mid-seventies. Time will tell whether the actions generated out of the 2nd Canadian Conference on Day Care last September in Winnipeg will spark a return to larger increases in day care.

DAY CARE SPACES IN CANADA 1973-82



Data Source: *Status of Day Care in Canada* (Annual)
Day Care Information Centre
Health and Welfare Canada

CCSD/APRIL'83